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ABSTRACT

Volume two presents the study's two purposes (to document the effects of Federal financing of adult basic education on the delivery systems, and to propose models for financing adult education) and describes its design and findings in detail. It is a complete account of the project, including descriptions of case studies in each of five States. Data on enrollment, staffing, activities, growth, organization, governance, and other categories are tabulated and discussed within the text. Chapter one summarizes background information and organization of the study. Chapter two presents the scope of the study, its seven hypotheses regarding the effect of different approaches to funding, factors in selection of the sample, the choice of cities to best exemplify the range of institutional sponsorship arrangements, and other aspects of the study. Chapter three is a review of selected literature. Chapters four through eight present the case studies for the five States. Chapter nine describes major conclusions related to the seven hypotheses and presents recommendations under five headings: Federal government, State governments, local governments, universities, and associations of adult educators. The concluding chapter consists of an annotated bibliography covering publications which are included in the review of literature together with additional material. (NH)

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PUBLIC POLICY IN FINANCING BASIC EDUCATION FOR ADULTS

An Investigation of the
Cost-Benefit Relationships in Adult Basic Education
in Public Schools and Community Colleges

VOLUME 2
of 3 volumes
STUDY DESIGN AND FINDINGS

Submitted to
U.S. OFFICE OF EDUCATION
DIVISION OF ADULT EDUCATION
Grant Number OEG-0-72-1455

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Department of Education
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Public Policy in Financing Basic Education for Adults

a project report in 3 volumes:

Volume 1. Summary and Recommendations

Volume 2. Study Design and Findings

Design of Study
Review of Literature
Case Studies of Selected States
Conclusions and Recommendations
Annotated Bibliography

Volume 3. Community Case Studies

Case Studies of 21 Communities
Officials Interviewed
Bibliography by States
Data Collection Instruments

Volume 2

STUDY DESIGN AND FINDINGS

Funded by U.S. Office of Education under Section 309 (b) of the Adult Education Act of 1966

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In addition to the members of the project team several other individuals made significant contributions to the preparation of the report. Editorial and bibliographic assistance was given by Patricia Blankenhorn and Robert Shaw. The onerous task of typing and repeated retyping of the case studies was performed by Mrs. Dolores Ford and Mrs. Delores Walker.

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CHAPTER I

INTRODUCTION

Adult Basic Education (ABE) is a segment of the field of adult education which has been receiving special attention from the Congress of the United States largely because of the inverse relationships which have been found between educational achievement level and poverty, social disadvantage, unemployment, underemployment and crime. Under the provisions of Public Law 91-230, Title III, Amendments to the Adult Education Act of 1966, the United States Office of Education has been overseeing ABE programs in the 50 states and in the territories. In 1972-73 the program reached 849,529 adults[1] and involved $74,834,000 in federal allotments to the states, including $23,700,000 which was impounded then released.[2]

Legislative Foundation

Title III of the Elementary and Secondary Education Amendments of 1966, the "Adult Education Act of 1966" as amended in 1969 stated that its purpose is:

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[1] National Advisory Council on Adult Education, Annual Report 1974 (Washington: National Advisory Council on Adult Education, 1974), p. 22.

[2] *Ibid*., pp. 26-27.

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> to expand educational opportunity and encourage the establishment of programs of adult public education that will enable all adults to continue their education to at least the level of completion of secondary school and make available the means to secure training that will enable them to become more employable, productive and responsible citizens.[1]

The 1969 amendments provided the following definitions to clarify the meaning of the Act:

(a) The term "adult" means any individual who has attained the age of sixteen.
(b) The term "adult education" means services of instruction below the college level (as determined by the Commission), for adults who -
 (1) do not have a certificate of graduation from a school providing secondary education and who have not achieved an equivalent level of education, and
 (2) are not currently required to be enrolled in schools.
(c) The term "adult basic education" means education for adults whose inability to speak, read or write the English language constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability, which is designed to help eliminate such inability and raise the level of education of such individuals with a view of making them less likely to become dependent on others, to improving their ability to benefit from occupational training and otherwise increasing their opportunities for more productive and profitable employment, and to making them better able to meet their adult responsibilities.[2]

Purpose of Study

This legislation sets forth the intent of the Congress and provides the objectives against which program accomplishments may be measured. Each program, however, has both intended and unintended results, anticipated and unanticipated consequences in terms of direct and indirect effects. Because little had been done to assess the range of benefits and costs associated with the national ABE program it seemed appropriate and timely to undertake such an investigation.

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[1] U.S. Congress, Public Law 89-750 Elementary and Secondary Education Amendments of 1966, Title III, Adult Education Act of 1966, Sec. 302.

[2] *Ibid.*, Sec. 303.

The two purposes of this study are to (1) document the effects, both intended and unintended, of federal financing of ABE on the delivery systems at the state and community levels for both general adult and adult basic education, and (2) to propose models for financing adult education which might optimize the extent and variety of adult education offerings for the public.

Adult education of all kinds is provided by a wide variety of institutions in the United States and such provision is not restricted to institutions which were established primarily to serve educational purposes. Nevertheless, the existing institutions which have been founded for educational purposes do play a major role, as is indicated by a 1969 report showing that 27.7 per cent of adults pursue their education in private or public schools and that 25.2 per cent secure their instruction from colleges and universities on a part-time basis.[1] Although the relative importance of the two-year college in the latter category can not be determined from the data provided, other publications indicate that the two-year colleges are increasing their efforts in this area rapidly. Statistical data for fiscal year 1970 show that public school buildings accounted for 76.3 per cent of all locations at which ABE classes were held,[2] but since community colleges conduct some programs in public school buildings this statistic is not useful in determining the relative importance of public schools and community colleges in conducting ABE.

---

[1] Imogene E. Oakes Participation in Adult Education 1969, Initial Report (Washington, D.C.: U.S. Government Printing Office, 1971), p. 20.

[2] Nicholas A. Osso, Adult Basic Education Program Statistics, Students and Staff Data, July 1, 1969 - June 30, 1970 and Summary of Years 1966-70 DHEW Publication No. (OE) 72-22 (Washington, D.C.: U.S. Government Printing Office, 1971), p. 44.

Of course it must be remembered that the development of a program with a major new emphasis placed demands on the states and they responded in terms of their experience in handling categorical programs.

Federal and state policies and guidelines for providing financial support for adult basic education (ABE) in the public schools and community colleges of the United States not only affect the effectiveness and efficiency of such programs, but also may exert some influence on the capacity of both kinds of institutions to provide other sorts of adult education. At the state level the choice of a delivery system for ABE appears generally to have been made on an ad hoc basis with insifficient consideration of the benefits and costs of alternative approaches. Federal guidelines offer little guidance to the states in determining how the financial support can be used to strengthen the capacity of existing institutions to serve the adult educational needs of their communities. Thomas et al. have noted that the data available are inadequate to provide much assistance in making a choice among the alternatives. They concluded that where funding policies favor either the public schools or the community colleges, the choice "should be by conscious design based on certain objectives rather than by inadvertance."[1] But no analysis of the effects of different designs appears to have been made at either the Federal or state levels.

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[1] J. Alan Thomas, William S. Griffith, Daniel J. Brown, Lutaf Dhanidina, William T. Garner, Peter C. Lewis and Michael E. Manley-Casimir, Adult and Continuing Education, Special Study No. 5, National Education Finance Project (Chicago: Midwest Administration Center, The University of Chicago, 1970), pp. 205-206.

Decisions about ABE programs are made at five levels and at each level there is a different cost benefit relationship. These five levels are (1) the participant, (2) the institution(s) conducting the program, (3) the local school and community college districts, (4) the state government, and (5) the federal government. Although it is possible to examine any one of these levels independently of the others, Thomas has pointed out that

> none of these decision making centers can be considered in isolation; there is a flow of influence in both directions. State governments, for example, are affected by the decisions made at the national level . . . Local directors . . . operate within the framework of state law . . . Finally students must make their decisions within the framework of the "supply" of courses offered by the school district . . . To a considerable degree, influence also flows "upward." Directors of adult and continuing education are affected by the demand for programs as expressed by potential students.[1]

Because of the interactions among the levels, it is essential to consider the cost benefit relationships at each level to gain an understanding of the larger situation. Nevertheless the scope of this project did not include a consideration of the cost-benefit relationships for the students. Instead, the emphasis was placed on the community, the state, and the nation. Data from other evaluations may be used to estimate the cost-benefit situation for the trainees.[2]

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[1] Ibid., p. 177.

[2] One of the most recent of such studies is A Longitudinal Evaluation of the Adult Basic Education Program by William P. Kent (Falls Church, Va.: System Development Corporation, November, 1973), pp. 2-16 to 2-30 and 2-60 to 2-66.

Studies of the costs and benefits of various programs have been conducted but despite the common use of the phrase "costs and benefits" the research approaches used are not uniform nor are the intended uses of the information identical. There are important variations in the operational definitions of cost-benefit studies and differences of opinion concerning their appropriate use.

Cost-Benefit Studies

Economists agree that the chief value of cost-benefit studies is to provide information to decision makers so that the choices they make will be most likely to achieve their intended objectives. Washtien surveyed the literature on cost benefit and cost effectiveness as it relates to ABE and to other levels of education. He pointed out the difficulty of quantifying the benefits of the ABE program in terms that would be compatible with its purposes as stated in the federal legislation. He notes that:

> relatively few cost-benefit analyses have been made of educational programs, and those which have been made were mostly of industry-associated programs amenable to quantification.[1] Barsby, for example, surveying almost a decade of cost-benefit analyses of manpower programs, reports twenty-eight.[2] In the field of ABE, cost-benefit analysis is rare.

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[1] Sara M. Steele, Cost-Benefit Analysis and the Adult Educator (Syracuse: ERIC Clearinghouse on Adult Education and the Adult Education Association of the U.S.A., 1971), p. 6. cited in Joseph L. Washtien, "Appraising the Costs and Benefits at the Community Level of Federally Funded ABE" (Chicago: Department of Education, The University of Chicago, Unpublished M.A. paper, February, 1974), p. 4.

[2] Steve L. Barsby, Cost-Benefit Analysis and Manpower Programs (Lexington, Mass.: D.C. Heath, 1972), pp. vii - viii quoted in Joseph L. Washtien, loc. cit.

Most cost-benefit analyses of educational programs have found that the benefits of the training programs they analyzed were greater than their costs for students, society and government. From the point of view of the community these programs must have been particularly profitable since the communities shared in the benefits of the training, including the benefits of a presumably more responsible citizenry not counted in most analyses, while federal and state funds paid most of the cost.

Cost-benefit analysis, even at its best, gives only one measure of the value of a program. It "does not give any final answer as to whether a program is 'justified' or 'good.'"[1] In fact, Barsby says, "most researchers would not advocate altering the activities of a program or changing its priorities on the basis of a benefit-cost ratio alone".[2]

Accordingly a cost-benefit approach must be seen as providing some information which can be used in reaching a decision but by no means can it be the sole basis for a decision.

The need for a reexamination of the basis on which decisions are made regarding ABE has been identified by the national advisory group which advises the government on adult education policy.

Coordination

In 1972 the National Advisory Council on Adult Education examined the need for and extent of coordination among adult education programs and offered a number of comments and suggestions:

> Investigations made by the National Advisory Council on Adult Education and its predecessor (the National Advisory Committee on Adult Basic Education), have revealed the need for effective coordination and cooperation among the various public agencies offering educational services to adults.[3]

---

[1] Steve L. Barsby, Cost-Benefit Analysis and Manpower Programs, p. 7, quoted in Washtien, loc. cit.

[2] Steve L. Barsby, Cost-Benefit Analysis and Manpower Programs, p. 22, quoted in Washtien, loc. cit.

[3] National Advisory Council on Adult Education, Federal Activities in Support of Adult Education (Washington: National Advisory Council on Adult Education, 1972), p. 1.

> Congress funds educational assistance programs for adults through a large number of agencies. This proliferation makes the task of cooperation extremely difficult, often resulting in duplication of effort, program gaps, wasted funds, and unnecessary competition by agencies for participants. Without agency cooperation and coordination, successful new methods for working with adults, developed and tested in one program, are rarely disseminated to other programs.
>
> The educational consumer is placed in a maze which requires his movement from one agency to another in order to procure the type of program necessary to meet his needs. This search is often expensive, time-consuming and frustrating.[1]
>
> The first task [in bringing more rationality into the system] is, therefore, the establishment of policy at the highest level of the federal government which would include national goals, the scope of federally supported activities, and the target population for these efforts.[2]
>
> The second recommendation is that an agency be designed to bear the responsibility for: communicating these objectives to the various agencies currently involved in adult education activities; establishing a uniform system of program evaluation and reporting; coordinating activities to eliminate administrative and service duplication; sharing new knowledge and understanding gained in the operation of these various programs with public and private consumers of adult education.
>
> A third recommendation is that an analysis be made of the programs described in this report at the operational level to determine areas of coordination, cooperation, combination, duplication and gaps in service to the target population.[3]

The National Advisory Council has called attention to the fragmentation in the provisions that have been made for adult education. The Council members have suggested that both careful study of the existing situation and the development of policy guidelines are essential to improving the effectiveness and efficiency of federally supported adult education.

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[1] *Ibid.*, p. 7.

[2] *Ibid.*, p. 8.

[3] *Ibid.*, p. 9.

The Effects of Federal Support

Although the federal government provides only a small percentage of the total expenditures in adult education throughout the nation the relative importance of these funds varies widely among the states. Nevertheless because of the categorical nature of the ABE funds it seemed likely that they might be used to deflect or seriously modify existing community delivery systems for adult education.

The focus of this research is on the effect that channelling federal ABE funds through the public schools, the community colleges or a combination of the two, has on the variety and extent of adult education provided in 21 selected communities in 5 states. Other projects supported by the U.S. Office of Education were intended to measure the economic returns to individual participants and to the nation resulting from the ABE program. The economic benefits to the individual participants and to the nation are not the central concerns of this study. Neither are the direct financial benefits to the communities and states. Instead the major interest of the research was to assess the long term effects (costs and benefits) of different state and community patterns of distributing federal ABE funds on the extent and variety of adult education provided.

The research was intended to assess the relative advantages and disadvantages of using federal funds to support ABE programs in (a) either the public schools or the community colleges, or (b) in both, not only from the standpoint of the effectiveness and efficiency of the ABE program but also in terms of the

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extended effects on the institutions' capacity to meet the educational needs of their adult community.

Central Questions

The research was intended to provide answers to the following questions:

1. Is the public interest served better by federal and state funding of adult basic education in the public schools, in the community colleges, or in both?

2. What kinds of adult education programs can be handled most effectively and most efficiently by the public schools? By the community colleges?

3. What are the immediate advantages and disadvantages of sponsorship of specific kinds of programs by the public schools? By the community colleges?

4. On the basis of the financial records now maintained by school districts, community college districts, and state departments of education, what are the costs of conducting adult basic education programs in the public schools? In the community colleges?

5. What are the probable long term costs and benefits of various funding policies with regard to the capacity of both the public schools and the community colleges to serve the educational needs of adults in their districts?

Organization of the Report

The research conducted in this project is reported in three volumes under the general title Public Policy in Financing the Basic Education of Adults.

Volume 1, Summary and Recommendations, presents in concise form the salient aspects of the research, its principal findings, and its implications for future operations. It also puts forth recommendations for funding policy based on what the study found to be the effects of existing policy.

Volume 2, Study Design and Findings, is a complete account of the project, including a description of the design of the research, a review of the literature, a case study of each of the five states covered, a set of conclusions, and an annotated bibliography.

Volume 3, Community Case Studies, contains twenty-one city case studies, lists of persons interviewed in each state, lists of documents used in preparing the case studies for each state, and copies of the questionnaires and interview schedules employed in the data collection.

CHAPTER II

DESIGN OF THE STUDY

In designing the study the investigators predicted that different state policies on the allotment and use of ABE funds would have intended and unintended, anticipated and unanticipated effects on the extent and nature of local adult education provision. These unintended and unanticipated results were thought to be potentially so powerful that they could conceivably overshadow the anticipated and intended results. Accordingly it seemed advisable to attempt an assessment of the unanticipated and unintended as well as the anticipated and intended consequences of the policies of a sample of states concerning the allocation of federal ABE funds. The two purposes of the study were to (1) determine the effects of federal financing of ABE on the community delivery systems for both general adult and basic adult education, and (2) propose models for financing and coordinating adult education including ABE which might foster the development of the optimum extent and variety of adult education opportunities in communities.

Scope of the Study

It was assumed that the education of adults is distinct from the education of either children and youth or the formal traditional patterns found for adults in higher education. Arbitrary lines were drawn regarding the operational definition of adult education. Adult education was defined as including all remedial education for students who had left the formal system of education, community or public service programs which were person rather than problem oriented, and any "investment" or "consumer" types of educational programs outside the formal system of adult education. If formal courses duplicating day offerings were offered in the evening or on weekends primarily for the older student with regular day responsibilities and if those programs were administered separately from the day time formal program, such programs were considered adult education. Developmental or preparatory courses offered as part of a formal program were not considered adult education even though the subject matter was the same as in advanced ABE classes since the students for the most part still identified with the formal system of higher education. The research design limited the study to adult education programs which were sponsored by public elementary-secondary school and community college systems. It is acknowledged that universities and private institutions also serve large numbers of students in adult education programs but these are outside the scope of this study.

Although these definitions are arbitrary and are open to criticism, it was decided that the uniqueness of delivering adult education services was sufficient to justify these arbitrary categories. The defense of uniqueness of delivering adult education services is not based on the teaching-learning transaction even though many are prepared to argue that position. Rather the position in this study is pragmatic and is based on instructional and financial realities.

Institutionally there are two unique aspects. First, the education of adults is not a primary focus in either institution, public school or community college, included in the study. Some community college personnel may take issue with this statement but the reality for all but a few community colleges is that the continuing education and community service function runs a poor third after the technical-occupational education function which for the most part runs a poor second to the major function of the institution, the academic preparation paralleling lower division work of the university. And even though large and well-known adult education programs are conducted by public school districts there is really no serious doubt that the public schools are primarily interested in serving the educational needs of children and youth.

Secondly the publicly supported education of adults is not a philosophical commitment of the public at large or of the legislators who represent them. This can be documented by the lack of state support for adult education in many states and the inadequacy of the available support.

There is evidence that this lack of a philosophical commitment to adult education both within the public ethos and as evidenced by institutional behavior is changing. However these changes may be more the result of necessity than of a change in philosophy, since technological and population predictions appear to be major causes for shifts in both the public's and the institutions' commitment to the adult population. It is not unreasonable to assume that the perceived desirability of serving adult students is inversely related to the number of people aged 18 and 19 who are eager to attend college.

The financial basis for calling adult education unique grows out of the nature of the philosophical commitment. Since the education of adults is low on the list of priorities of the two types of institutions being examined, its marginal existence is reflected in financing policies and procedures. This can be seen in the ways institutions utilize adult education monies generated from the state or federal level and the way competition develops for adult programs and their monies across institutions in a local community. Too often adult education monies have become the end rather than a means to fully educate adults. Offering low cost adult programs with marginal equipment, personnel, and supportive services is one way of channeling funds to high priority programs. Offering only those courses for adults which leave a balance after all costs are defrayed is another way of appearing to support the education of adults. Such a practice limits the access of under-educated adults to remedial programs which often have low productivity and high cost per student in terms of traditional measurement of outcomes.

Accordingly, the effects of categorical federal funding on the state delivery system of adult education are unique and specific to adult education because of its marginality and low priority. It is the unique nature of the marginality of the delivery system which is the basis for defining adult education in this study.

Hypotheses

Prior to the selection of the states and cities to be included in the study it was essential to develop a clear idea of the variables to be measured and the sort of data to be solicited. The development of questionnaires and interview schedules was dependent upon the statement of the hypotheses which the study was intended to test.

Seven hypotheses were formulated regarding the effect of different approaches to funding on the extent and nature of adult education opportunities in local communities. The bases of these hypotheses were the authors' (a) experience in working with various professional associations of adult educators, (b) knowledge of the organization of adult education in several states, and (c) involvement in six projects dealing with adult basic education.[1] Because of the lack of adequate previous research regarding theoretical relationships among the variables of interest there was no basis for constructing more refined hypotheses.

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[1] Phyllis M. Cunningham, "The Effects of Self-Esteem and Perceived Program Utility on Persistence and Cognitive Achievement in an Adult Basic Education Program" (unpublished Ph.D. dissertation, Department of Education, University of Chicago, 1973). William S. Griffith, Phyllis M. Cunningham and Stephen A. Treffman, Cooperative Program Improvement: An Experiment in ABE In-Service Training (Chicago: Adult Education Committee, University of Chicago, October, 1971). William S. Griffith and Ann P. Hayes, eds. Adult Basic Education: The State of the Art (Chicago: U.S. Government Printing Office, March, 1970). Job Related Adult Basic Education Contract No. BOO-5138, Office of Economic Opportunity (Falls Church, Virginia: System Development Corporation, 1971). Longitudinal Evaluation of the Adult Basic Education Program. Contract No. OEC-0-71-3706, Office of Planning, Budgeting and Evaluation, U.S. Office of Education (Falls,Church, Virginia: System Development Corporation, 1973). William S. Griffith and Phyllis M. Cunningham, eds. "Adult Basic Education - II" issue of Literacy Discussion, Vol. IV, No. 3 (September, 1973).

1. The cost of conducting adult basic education is directly proportional to the academic level of the institution which is managing the program.

The higher the academic level of an educational institution, the higher are the costs of providing an hour of instruction. Because administrator, teacher, and supporting staff salaries are higher in post secondary institutions than in secondary institutions it was hypothesized that the cost of conducting an adult basic education program in a community college would be higher than the cost of conducting it in a secondary school. The costs of the program would seem to be much more dependent upon the academic level of the institution managing the program than on the academic level of the particular course being offered. If adult basic education teachers in community colleges were paid at the same hourly rate as other community college teachers and if adult basic education teachers employed by secondary schools were paid at the same hourly rate as other secondary teachers it would seem inevitable that the cost of conducting adult basic education in a community college would be higher than the costs of having it done by a secondary school district.

This hypothesis rests upon an assumption that adult basic education conducted by a community college is not more efficient or effective than a similar program conducted by a secondary school district. Existing data do not support the view that the efficiency and effectiveness of the instruction itself are superior in either institution.

2. The use of federal adult basic education funds to increase the number of full-time positions in the field at the state and local levels will produce a corresponding, but smaller, increase in the kinds and quantities of other adult education programs.

Persons appointed to full-time positions in adult basic education are better able than part-time employees to delve into the literature of the field and to associate with others who have some responsibility for adult basic as well as other kinds of adult education. The federal support for adult basic education is considered "soft money" because it does not carry the promise of permanent employment. Further, the clients of adult basic education programs are not likely to be the most influential people in any community and hence if the director is to increase his status and influence, as well as to increase the probability of sustained employment, he is likely to follow the example of other adult educators and extend his program offerings beyond adult basic education. Full-time personnel with expense accounts and authorization to attend state, regional and national meetings are exposed to diverse program ideas and are likely to attempt to replicate the successful experience of others whose programs extend beyond adult basic education.

3. The provision of substantial federal support to one sector (ABE) of the field of adult education (AE) leads to an increase in professionalization within that part of the field as well as in other parts. The increased professionalization will be evinced by the development of pre-service and in-service training

programs, a growth in professional adult education organizations, increased emphasis on specialized credentials for adult basic education teachers, and an increased emphasis on graduate degrees for administrators.

When support for one area of adult education increases markedly, increasing the number of full-time employed personnel in that area, there will be a demand for the training and development of these neophytes. Existing professional organizations of adult educators will, in terms of their own self-interest, seek to supply the training and to increase their own power by recruiting members from among the rapidly growing group. Some of the new entrants to the occupation of adult educator may see little congruence between their felt needs and aspirations and the programs and philosophy of existing professional groups. In such cases the newcomers will attempt to form new associations to advance narrower or at least different ends from those of the existing associations.

Working within educational institutions, the new adult educators will seek to attain salary, rank and status equivalent to those of others of comparable levels of responsibility in their organizations and will be led to seek the training and the symbols of specialized preparation to support their claims to professional status. Their efforts to build secure career positions will serve to support moves toward specialized credentials. Universities and colleges can be depended upon to enlarge existing degree programs for preparing professional adult educators, to establish new degree programs to appeal to the growing body of practitioners who lack specialized academic preparation for their jobs, and to mount short-term in-service programs to serve those who feel a need to increase their skills and insights, but who are disinclined to begin a full graduate program.

Because of the movement of professionally educated adult educators from other segments of the field to the more lucrative, rapidly growing segment there will also be a corresponding increase in interest in pursuing adult education training not only in the most rapidly expanding area of the field but also in more stable areas as well.

4. The preferential awarding of federal adult basic education funds to one of two types of public educational institutions equally capable of performing a specific adult education task leads to the development of monopolistic control on the part of the favored institution not only for the specific task but also for other areas of adult education as well. The institution which is not favored will lose much of its essential base for mounting adult education programs unless some compensating financial support is provided.

The position of adult educator in the public schools is still largely a part-time appointment. Directors of adult education also teach classes, carry administrative responsibilities for school district tasks unrelated to adult education, and serve in various staff capacities. The provision of federal funds may constitute the requisite incentive to persuade the school superintendent to employ a full-time adult education director. Historically it has been observed that the appointment of a full-time director is followed by an increase in the number of students served.

According to organization theory a marginal division within a larger organization has pressures on it to legitimize its existence. One of the most common ways of attempting to insure a continued existence for the marginal program is for the marginal unit to produce income which can be used by the rest of the institution. Such an attitude toward the management of the adult education division does not lead to the development of the best program because the pressure to produce a profit leads to a reluctance to provide the supportive services which are essential to the operation of an efficient and effective adult basic education program.

Because other institutions in the community are denied the support of the federally funded program they are less likely to consider themselves able to afford the salary of a full-time director of adult education. Also because the favored institution is being subsidized it can afford to conduct programs with less financial support from students, the local school district and the state. The path of least resistance then for the institution which has not been favored is to drop its adult education program entirely or to surrender it to the favored institution. The net result would be an absence of competition and the weakening of the external pressure to conduct an efficient low cost program. In the long run the effect may be to reduce the rate of program expansion not only because of the assured income for conducting one phase of the adult education program but also because of the lack of stimulation that might have been provided by vigorous competition from an adult education program conducted by another institution in the community.

An alternative response might occur, however, and this possibility is predicted in hypothesis 5.

5. The preferential awarding of federal adult basic education funds will increase the capacity of the favored institution to utilize other sources of funding for adult education leading to the monopolistic control of adult education within the service area.

If two institutions each run small adult education programs they typically would employ two part-time directors who lack the time and the financial support essential for attending professional meetings. The provision of federal adult basic education funds which enables one of the institutions to employ a full-time director will increase the likelihood that he will identify and utilize additional sources of funds.

6. The allocation of federal adult basic education funds on a competitive basis to two kinds of institutions will result in a better program than if the funds were allocated on a preferential basis.

If two institutions in a community each have an adult education program and the desire and capacity to conduct an adult basic education program, each is likely to do a better job of planning, operating, evaluating and improving its program than it would do if it did not have to face the possibility of losing its support to its competitor. Under the competitive situation more effort is likely to be expended in developing and managing the program than would be the case in the absence of a competitor.

A competitive model encourages efficiency within the program and effectiveness as well. Efficiency is demanded by the host institution and effectiveness is forced by the competitor. The effects of competition will be positive on the adult basic education program but the net effect on the entire range of adult education offerings need not be.

7. The use of federal adult basic education funds to support a cooperative model of community adult education program planning will produce more positive external benefits than either a preferential or a competitive model.

The felt needs and ascribed needs of adults for lifelong education exceed the capacity and resources of any one kind of educational institution. Both the preferential and the competitive methods of funding adult basic education programs tend to result in the strengthening of one kind of community adult education institution at the expense of another. Although these approaches may support the provision of effective and efficient adult basic education they may do so at the cost of weakening the total community institutional provisions for adult education of all kinds. Using federal funds to support one institution without insisting that the adult basic education program be seen as just one important part of a community's full range of adult education opportunities may be ultimately self-defeating, for in neglecting to strengthen other institutional adult education programs the flow of federal dollars may lead to a reduction in community, state and national sympathy for the adult basic education program. Accordingly, the use of federal adult basic education dollars to (1) encourage the cooperative inter-institutional assessment of felt needs and ascribed needs in adult basic education, (2) stimulate the cooperative identification of resources to be used in meeting the needs, and (3) animate joint program development to assign specific responsibilities to the cooperating institutions for the conduct of the adult basic education program may lead to acceptance of the precedent of cooperative programming in other areas of adult education as well.

These hypotheses were used as the base for constructing the interview schedule and the questionnaires to be used in collecting the data in twenty-one cities in five states. Selecting the sample was the next task to be undertaken.

Selection of the Sample

States

It was decided initially that the states to be sampled should be those with the largest ABE enrollments and with the most fully developed community college systems. On the basis of these criteria the states of California, Florida, Illinois, New York, North Carolina and Texas were clearly the top six states. The authors' experience in a previous study had caused him to be wary of attempting to secure the necessary data from the state of New York, partly because of the ABE record keeping procedures used in New York City and partly because state reports for New York had often carried "estimated" data for New York City, which was interpreted to mean that the problem of extracting the data required for the study from the highly complex New York system might well prove to be an insurmountable task. Accordingly the state of New York was dropped from the sample.

North Carolina presented another special problem in that the state legislature had ruled that the provision of adult education was a responsibility of the community college and was not within the purview of the school system. Inasmuch as this condition did not allow for programs to be funded in the public schools there was no opportunity for the public schools to respond to funds available for ABE and therefore it was decided to remove North Carolina from the potential list of states to be included in the sample.

Having eliminated both New York and North Carolina from the sample, the investigators decided that a state should be selected from the northeastern region inasmuch as the far west, the south central, the southeast and the north central regions were already represented. Connecticut was the state selected because it offered a technical college system separate from a regional community college system and a public school system, all three of which were involved in providing some adult education programs at a level which did not appear to be post secondary. Another reason was that, for its size, Connecticut had a large ABE program in the state.

In fiscal year 1971 the five states (California, Connecticut, Florida, Illinois and Texas) accounted for 31.8 per cent of the

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ABE students and 20.8 per cent of the federal ABE allocations to all fifty states and territories under Public Law 91-230, Title III, Amendments to the Adult Education Act of 1966, as shown in Table II-1.

TABLE II-1

NUMBER OF TWO-YEAR INSTITUTIONS, PUBLIC AND PRIVATE, CONDUCTING COMMUNITY SERVICES PROGRAMS AND NUMBER OF ABE STUDENTS SERVED BY STATES IN THE SAMPLE, FISCAL 1971

State	Two-Year Institutions Conducting Adult Education/Community Service Programs[a]			Students in ABE Programs[b]	Federal ABE Funds Allotted[c]	Federal Support per ABE Enrollee
	Private	Public	Total			
California	1	82	83	57,278	$2,422,896	$42.30
Connecticut	4	10	14	11,117	559,625	$50.34
Florida	1	27	28	44,358	1,308,317	$29.49
Illinois	7	36	43	27,809	1,848,667	$66.48
Texas	3	38	41	57,439	3,205,110	$55.80

[a] National Council on Community Services for Community and Junior Colleges, Directory and Program Guide of Community Services in Community and Junior Colleges, 1971 Yearbook (Washington: National Council on Community Services and the American Association of Junior Colleges, 1971), pp. 17-18.

[b] National Advisory Council on Adult Education, Annual Report 1974, p. 22.

[c] National Advisory Council on Adult Education, Annual Report, p. 27.

Table II-1 reflects a wide range of federal support per ABE enrollee, from $29.49 to $66.48 with the maximum amount 225 per cent of the minimum. The number of enrollees does not provide any information on the extent or nature of the instructional and other services provided after a student has been enrolled, so the difference in support per student cannot be directly interpreted. All that is certain is that the states did succeed in enrolling the numbers of students listed and expended the amounts of federal funds indicated.

Holden reported in 1969 on the extent of adult education enrollments and the numbers of persons on the state staff in general and in vocational adult education for all of the states and territories.[1] The data for the five states in the sample for this study are shown in Table II-2.

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[1] John B. Holden, "Adult Education and the Public Schools" in Education in the States: Nationwide Development Since 1900 (Washington: National Education Association of the United States, 1969), pp. 308-344.

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TABLE II-2

ENROLLMENT AND STAFFING (IN STATE DEPARTMENTS OF EDUCATION) IN GENERAL AND VOCATIONAL ADULT EDUCATION[a]

State and Year	Enrollments In		Number of Persons on State Staff Full time Equivalents	
	General Ad. Ed.	Vocational Ad. Ed.	Gen'l. Ad. Ed.	Voc. Ad. Ed.
California				
1946-47	615,631	229,884	2.00	---
1956-57	706,907	248,268	4.00	15.35
1966-67	1,052,042	450,875	10.00	23.00
Connecticut				
1946-47	22,157	29,612	1.00	---
1956-57	42,000	16,140	1.00	4.83
1966-67	78,834	30,000	5.00	20.00
Florida				
1946-47	12,634	11,291	.50	---
1956-57	61,415	66,811	3.33	2.95
1966-67	152,092	166,414	17.00	46.50
Illinois				
1946-47	13,415	24,093	0	---
1956-57	57,368	47,096	.50	8.05
1966-67	325,832	47,387	11.20	40.00
Texas				
1946-47	27,005	106,338	.10	---
1956-57	---	162,470	.10	15.25
1966-67	82,845	604,028	26.00	23.60

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[a] Ibid., pp. 339-43

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Somewhat comparable data on staffing for the ABE program in 1970 are shown in Table II-3.

TABLE II-3

STATE AND LOCAL STAFF IN ADULT BASIC EDUCATION PROGRAMS, BY OCCUPATIONAL FUNCTION, AND STATE, FISCAL YEAR 1970[a]

State	Teachers	Counselors	Local Supervisors	State Administrators and Supervisors	Other Personnel		Total
					Local	State	
California	764	92	94	5	323	3	1271
Connecticut	410	50	38	2	131	2	633
Florida	793	38	73	7	20	7	938
Illinois	1,286	150	93	5	187	7	1728
Texas	1,873	96	208	7	712	2	2898

[a] Nicholas A. Osso, Adult Basic Education Program Statistics, Students and Staff Data July 1, 1969-June 30, 1970 and Summary of Years 1966-70 (Washington, D.C.: U.S. Government Printing Office, 1971), pp. 40-41.

Because no distinction is made between full-time and part-time staff in the table the number of full-time equivalent positions cannot be calculated from the table. Nevertheless there were 7,468 individuals who were engaged in managing the ABE programs or in teaching, counseling or serving in some other supporting capacity. Inasmuch as these individuals received some payment for their services, their salaries, which were a cost to the federal and state governments, were benefits to the local communities in which they lived. The states in the sample had somewhat more than their proportionate share of staff based on their proportion of the state allocations, that is using 20.8 per cent of the federal funds these states employed 22.4 per cent of the ABE staff and enrolled 31.8 per cent of all ABE students.[1]

Cities

After the five states had been chosen the next task was to choose cities within each state that would best exemplify the range of institutional sponsorship arrangements. The project staff talked with the state official in charge of adult education in the public schools and with the state official in charge of adult education in the community colleges in each of the five states in selecting the sample. It was explained that the intention of the sampling was to examine a city in which a public school district was doing an outstanding job in adult education, a city in which a community college district was doing an outstanding job in adult education, a city or area in which the sponsorship of all or a part of the adult education program had been transferred from one district to another, and any district which had worked out a functioning inter-district cooperative arrangement for the adult education program. As a result of these conversations with at least two state officials in each state, one ostensibly well acquainted with adult education programs in the community college and the other with the adult education programs in the public schools, a list of cities was chosen.

After the initial list of cities was drawn up letters were sent to the local school and college officials to request permission to interview personnel, examine the records and visit the program. No city was to be retained in the sample unless both the local public school and community college officials were willing to cooperate with the project. In checking out the communities which had been selected initially the project team dropped one city and substituted another, resulting in the following final sample:

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[1] *Ibid*.

California: Long Beach, Sacramento, San Diego, San Francisco

Connecticut: Danbury, Hartford, Manchester-Vernon, Waterbury

Florida: Gainesville, Jacksonville, Ocala, Pensacola, Tampa

Illinois: Danville, Joliet, Olney, Springfield

Texas: Galveston, Houston, San Antonio, Texas City

In each state the initial interviews were conducted at the state offices of the education department and of the community college system. State officials in charge of vocational adult education and Manpower Development and Training Act projects were also interviewed. Following the state level visits interviews were held in each of the communities which had been previously selected. In these communities interviews were held at the public school and at the community college no matter whether the adult education program was conducted at either or both institutions.

The data collection process was designed to minimize the amount of time each local and state director or his staff would spend transferring data from reports he had already submitted to his state office or to the Office of Education. Each local and state adult basic education director was requested to submit a copy of his adult basic education annual program report for 1964-65, 1967-68 and 1970-71 to provide much of the basic quantitative data needed for the study.

Inasmuch as the focus of the investigation was on the effect of federal adult basic education funding on the extent and nature of adult education provision in the local community, a considerable amount of data in addition to those which are routinely reported were needed. The questionnaire was devised to collect information, primarily of a quantitative kind, on each of the variables in the hypotheses. An interview schedule was developed to guide the discussion between each local and state level interviewee and a member of the project team.

The questionnaires and interview schedules were pilot tested in Michigan and modifications were made where changes seemed necessary to increase the likelihood of securing the desired data.

The final questionnaires were mailed to local and state officials in charge of adult education programs in the public schools and community colleges of the communities which had been selected. At the time these questionnaires were mailed telephone calls were made to arrange for visits to each person who was to receive a questionnaire. The purposes of the visits were to go over the questionnaire to see that it had been completed correctly and to tape record interviews which dealt with qualitative matters and interpretations of quantitative data.

Despite the advance mailing of the questionnaires and the personal visits that were made, not all of the questionnaires were completed in time to be brought back to Chicago by the interviewers. In some cases data were kept in other offices and were not available on short notice. In other cases the data reportedly had not been kept. The interviewers left the uncompleted questionnaires with a personal request that they be completed and mailed in as soon as possible. Unfortunately the delays in responding in some cases, the lack of uniformity in keeping records among the districts, and the absence of some data greatly reduced the ability of the researchers to make quantitative inter-district comparisons. As a result the decision was made to place greater emphasis on the qualitative data than had been planned.

Validation

Case studies were written on each of the communities and on each of the states in the sample. These case studies were mailed to the local and state directors who had provided the data so as to verify the reports, to offer an opportunity for additional data to be contributed to clarify points which may have been misinterpreted, and to correct untenable conclusions.

Seminar

An important aspect of the study is its credibility to local, state and national level persons who are well informed about adult basic and other types of adult education. To provide a review panel for the report of the project, an invitational seminar was called in Chicago in January, 1974, at which the state case studies, the project design and the statement of the tentative conclusions were discussed. The following individuals participated in the special seminar in addition to the project team at The University of Chicago:

Ray Farmer, Divisional Director, Department of Adult Education, Detroit Public Schools

James H. Fling, Administrator, Adult and Veteran Education, Department of Education State of Florida

Raymond Hawkins, Director, Community College Programs, Texas College and University System

John Lombardi, Research Educationist, ERIC Clearinghouse for Junior College Information, University of California at Los Angeles

Marie Y. Martin, Director, Community College Unit, U.S. Office of Education

Charles H. Polk, Dean, Downtown Campus, Florida Junior College at Jacksonville

Myron Roomkin, Assistant Professor, Graduate School of Business, The University of Chicago

Robert W. Rupert, Administrator, Continuing Education, Los Angeles City Unified School District

M. Eldon Schultz, Regional Program Officer, Region V, U.S. Office of Education

Invitations had also been accepted by the following persons who were unable to participate:

Paul V. Delker, Director, Office of Adult Vocational, Technical and Manpower Education, United States Office of Education

James R. Dorland, Executive Director, National Association for Continuing and Adult Education

Gary A. Eyre, Executive Director, National Advisory Council on Adult Education

S. V. Martorana, Professor of Higher Education, Pennsylvania State University

At the seminar the consultants went over each of the state case studies, criticizing them and questioning the inferences which had been drawn from the data. The consultants also offered alternative explanations for the phenomena which had been reported and a few alternative inferences which they felt could be deduced from the data.

Papers

Additional input on innovative approaches to financing adult education at the community level was sought from individuals who had either written extensively on the topic of financing education or who had been involved in administering large programs of adult education. Four invitations were issued to knowledgeable persons or pairs of individuals to prepare papers on the financing of adult education. Two papers were accepted, one written by Roy W. Steeves, Adult Education Assistant Program Manager, California State Department of Education, and the other by James L. Wattenbarger, Director, Institute of Higher Education and Philip A. Clark, Director, Center for Community Education, College of Education, University of Florida. These papers are not incorporated in the final report but it is acknowledged that the ideas presented in the papers have been considered by the project team and may have influenced the conceptualization of the recommendations.

Additional insights and data were sought from the voluminous literature of adult education

Review of Literature

In an effort to ascertain what was known and had been written concerning the variables of primary concern in this investigation a thorough review of relevant literature was undertaken. The review began with the conceptualization of the project and continued throughout its entire duration. Most of the effort was invested in the first few months and in the latter part of the study only the newly emerging literature was examined. Special attention was given to works dealing with administration, organization, coordination, finance and legislation dealing with adult basic education, public schools and community colleges. The literature on the process of adult education such as teaching methods and curriculum was not covered. No attempt was made to review all the articles which were examined. Instead, where many articles seemed to be saying basically the same things, only the one judged to be best was reviewed. An effort was made to emphasize research reports based on empirical quantitative data, but this goal could not be achieved to the investigators' satisfaction.

The review of literature is Chapter III in Volume 2 of the final report.

Organization of Volume 2

Volume 2 is organized in ten chapters. Following the introduction, the second chapter is a description of the study.

Chapter III is the review of selected literature dealing with the variables of primary concern in this research.

Chapters IV through VIII are the case studies for the five states arranged in alphabetical order.

Conclusions and recommendations are presented in Chapter IX.

The final chapter in Volume 2 consists of an annotated bibliography covering publications which are included in the review of literature and additional material which was considered sufficiently important to warrant an annotation, but not sufficiently applicable to the study to warrant further treatment.

CHAPTER III

REVIEW OF THE LITERATURE

The review which follows is of a selected sample of works in adult education. Special emphasis was given to those works dealing with the administration, finance, and legislation of adult basic education and of community colleges. General adult education issues are treated only in the first section (Overview of adult education). Works on the process of adult education (such as teaching methods and curriculum) were not included. No attempt at comprehensiveness was made in the preparation of this review. Where many articles on the same topic were available, the best one was included. Articles not based on empirical research were generally excluded.

The classification system which divided the works into ten categories is no less arbitrary than any other classification system. The categories were determined by the issues of this study, rather than by natural divisions in the literature reviewed. Dividing the materials in this way had the advantage of showing fairly readily which issues have been dealt with well and which issues have been dealt with poorly in the literature. If one conceives of the literature of adult education as a tapestry, he will find some areas well woven from strong empirical data and finely detailed by extensive research. Other areas have been woven of philosophical speculation without the backing of a strong empirical base.

Some areas have yet to be woven.

Of the ten categories represented by the ten sections of this literature review, the strongest areas are those of the Overview, Finance, and Professionalization. These areas are strong in the sense that they have received a good deal of attention over the years, and there have been at least a few excellent studies in each area.

Topics represented by some of the other sections have also received a good deal of attention, but have not inspired very many works of high quality. The works on Legislation tend to be mainly descriptive, with the exception of the Dorland and Houle articles. The studies of delivery systems are also largely descriptive, and not very rigorous. On a large scale, the Xerox study was excellent. But no study was found which analyzed an individual ABE program in the same detail. The area of evaluation has seen some excellent studies, but these are overwhelmed by the mass of poorly conceived and poorly executed evaluations, many carried out only to satisfy a federal requirement. Most of the directories and bibliographies reviewed were found to be satisfactory, with some approaching excellence.

Finally, the areas of Governance and of Articulation and Coordination have received little written attention over the years. Issues of Governance are intimately associated with issues of financing and of legislation. Few writers have successfully separated these issues. Attempts to coordinate

ABE programs, either with other programs or with each other, have been relatively rare, and consequently there have been few studies of coordination.

In summary, the literature of adult education has begun to achieve a fullness and maturity, but is still weak in a number of areas. The empirical base of this literature is spotty, due to great popular interest in some areas at the expense of other areas, and to the relative difficulty of conducting research in some areas.

Notes are listed separately for each topic in this chapter at the end of the discussion of that topic. Thus the notes for the overview of adult education are listed on page III-16 for goals and on page III-24 for trends.

Overview of Adult Education

Goals

A good deal of adult education literature addresses itself to the question of "Education for What? What are the goals of adult education?" In 1936, Bryson described five functions of adult education: remedial, occupational, relational, liberal, and political. Each function, however, has the same purpose, according to Bryson, which is "the enlargement of the personality and the quickening of life."[1]

What Bryson described rather poetically has been described more prosaically by Schroeder as "individual needs." Schroeder identified a basic conflict between those who emphasize individual needs and those who emphasize societal needs in the formulation of goals for adult education.[2]

This conflict between societal-oriented goals and individual-oriented goals was illustrated by Steeves, in an article decrying the federal emphasis on vocationally oriented adult education. He claimed that until the 1950's, adult education programs were becoming increasingly comprehensive. During the 1950's, however, state funding policies began to emphasize vocational courses at the expense of recreational and academic courses. This trend was accelerated by federal programs of the 1960's. Steeves argued that such an emphasis did not meet the motivations and needs of the majority of U.S. adults. What Steeves was saying, of course, is that adult education goals were being defined in terms of societal needs, and Steeves would rather see them defined in terms of individual needs.[3]

Knowles recognized another need upon which adult education goals are often based - institutional needs. The mission of adult education, said Knowles, is defined in terms of the needs and goals of (1) the individual, (2) the institution, and (3) society. Through adult education, institutions can improve the education of their workers and/or build good public relations.[4] Knowles neglected at least one other institutional need which can be fulfilled by adult education. Adult education is an integral part of the mission of some institutions, such as community colleges. Administrators of these institutions feel that their mission is unfulfilled if adult education is not included.

Medsker, in a 1960 study of junior colleges, found that a good many junior college administrators considered adult education an important part of a junior college.[5] There was then, and still is, however, a good deal of disagreement about the necessity of an adult education program. This will be discussed in the next section, on institutional roles. The community school advocates are also strong proponents of adult education. At least some of the community school writers see adult education in the public relations role described by Knowles. Minzey and Letarte, for example, describe adult education as a means by which individuals will become involved in the community, rather than as an end in itself.[6]

There is no ready resolution to the issue of whether adult education's goals are defined by individual, institutional, or societal needs. The issue is not confined to general

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discussions of adult education, but is present in specific areas of adult education as well.

This disagreement over goals is illustrated in the area of adult basic education by the ABE report of the Xerox Corporation. The Xerox study identified four goals of the national ABE program: (1) increased literacy, (2) increased employability, (3) better attitudes towards education, and (4) better citizenship. They found a good deal of disagreement as to which goal was predominant among directors, teachers, and students. Directors tended to emphasize literacy, while students emphasized employability. Teachers felt that employability was important, but emphasized broader social and cultural goals as well. The Xerox team recommended increased emphasis on social goals, such as participation in community activities.[7]

The four goals identified by the Xerox report illustrate also that goals cannot be cleanly divided into those serving individual needs, those serving institutional needs, and those serving societal needs. Increased literacy and employability would clearly serve needs of the individual participants, but would result in benefits to society as well. The Xerox recommendation that social goals be emphasized was made on the assumption that this would maximize individual benefits as well.

In speaking of goals for adult education, Schroeder quoted Hallenbeck, who said that the goal of adult education should be "the mature personality." Such a goal, said Schroeder, would serve the field by specifying an ultimate objective against which immediate objectives could be defined, bringing together different kinds of adult educators, reducing competition, and clarifying the appropriateness of specialization.[8] This is true, but any agreed upon goal would do the same thing. The trick will be to agree.

NOTES

1. Lyman Bryson, Adult Education (New York: American Book Company, 1936), pp. 29-30.
2. Wayne L. Schroeder, "Adult Education Defined and Described," Handbook of Adult Education, edited by Robert M. Smith, George F. Aker, and J. R. Kidd (New York, Macmillan, 1970), pp. 33-34.
3. Roy W. Steeves, "Relevancy and Reason in the Development of Adult Education Programs," Adult Leadership, XVIII (February, 1970), 241-242.
4. Malcolm S. Knowles, The Modern Practice of Adult Education (New York, Association Press, 1970), pp. 21-33.
5. Leland L. Medsker, The Junior College: Progress and Prospect (New York: McGraw-Hill, 1960), p. 73.
6. Jack O. Minzey and Clyde Letarte, Community Education: From Program to Process (Midland, Michigan: Pendell, 1972) pp. 81-82.
7. Xerox Corporation, Special Projects Session, Federally Funded Adult Basic Education Programs: A Study of Adult Basic Education in Ten States (New York: Xerox, 1967), pp. 35-40.
8. Schroeder, "Adult Education Defined and Described," p. 34.

Roles

The adult education roles played by various institutions and agencies vary from place to place and from time to time. The major public institutions offering adult education are the public school, the community college, and the four year college and university. In adult basic education, four year universities and colleges have been less important than public schools and community colleges. Many non-public institutions conduct adult education, including churches, businesses, private schools, and community organizations. These have been excluded from the current discussion.

The literature reviewed in the section on Delivery Systems traces the history of adult education, especially adult basic education, in both the public schools and the community colleges, as well as describing current forms of adult education activities in both institutions. In this section we shall concentrate on literature concerning the role of community colleges vis-a-vis adult education. There is little current discussion in the literature of the public school adult education role, except as it is affected by the emergence of the community college. The public schools have long carried out adult education activities, and there is no evidenc in the literature of a concerted attempt to rid themselves of this function. However, the recent blossoming of the community college has raised the question of which institution should accept prime responsibility for adult education.

Perhaps the major issue determining the junior college's role in adult education is the junior college's relationship with the community. There is a good deal of disagreement as to the nature of this relationship. The increasing use of the term community college rather than junior college reflects the increasing commitment of such institutions to playing a larger role in the community.

Medsker and Tillery use the two terms almost interchangeably in their 1971 study of two-year institutions. They reserve the term community college for reference only to tax-supported institutions, while they use the term junior college to refer to either tax-supported or private institutions.[1]

Bushnell uses "community colleges" to refer to public two-year colleges," "junior colleges" to refer to private two-year collegs, and "community junior college" when referring to both.[2]

However, for some writers, the distinction between the terms is quite meaningful. Harlacher defines a junior college as an institution that primarily "duplicates organizationally and fulfills philosophically the first two years of the four-year senior college.[3] A community college, on the other hand, is "an institution that has developed beyond an isolated entity into an institution seeking full partnership with its community . . . a cultural center, a focal point of intellectual life, a source of solidarity and a fount of local pride."[4]

In 1972 the American Association of Junior Colleges recognized this change in institutional mission by changing its name to American Association of Community and Junior Colleges. The debate over the proper community role of a two-year college continues, however.

This debate is illustrated by Gleazer in his report on the Project Focus study. He quoted a college dean who described the needs of his area as being dominated by a large population of functional illiterates, high school dropouts, and unemployed, but then described the college priorities as being dominated by the transfer program.[5]

Blocker, Plummer, and Richardson related the functions practiced by a two-year college to the sociopolitical viewpoints of those who influence the development of the college. Four general viewpoints were identified: reactionary, conservative, liberal, and radical. The authors claim that the conservative viewpoint is predominant in education today, although liberal elements are becoming more visible. They see the reactionary and radical positions as being relatively weak in educational policy in the United States today.

The conservative position is concerned with the transmission of culture, and emphasizes the transfer function of the two-year college, though allows other functions as well. The liberal position, which the authors see as becoming increasing influential in American education, emphasizes the need for egalitarian education and fitting the curriculum to the changing needs of society. In the two-year college, the liberal position is represented by a pragmatic approach which places stress on programs, such as technical education and adult basic education, that promise solutions to immediate problems.

The major item of dispute between conservatives and liberals has been over the relative importance given to traditional college credit courses. The conservatives argue that the traditional courses must maintain their prominence, and the liberals argue that the introduction of vocational and remedial courses need not vitiate the traditional courses. The dispute rages in four-year colleges as well.[6]

Bushnell's recent report on the Project Focus study offered some evidence as to the position which is prominent today. In the nationwide survey, community college presidents, faculty and students were asked to rank a list of goals for community colleges in the 70's. They were asked to rank them twice, once as they perceived the present goals, and once as they would prefer the goals to be. The six top goals of the presidents and faculty are shown in Table III-1.

TABLE III-1

PRESIDENTS' AND FACULTY PERCEPTIONS OF THE TOP SIX COMMUNITY COLLEGE GOALS FOR THE 70's[10]

(rank order of preferred goals)

	Presidents		Faculty
1.	Serve higher education needs of youth from local community	1.	Help students respect own abilities and limitations
2.	Respond to needs of local community	2.	Serve higher education needs of youth from local community
3.	Help students respect own abilities and limitations	3.	Help students adapt to new occupational requirements
4.	Help students adapt to new occupational requirements	4.	Respond to needs of local community
5.	Re-educate and retrain those whose vocational capabilities are obsolete	5.	Ensure faculty participation in institutional decision-making
6.	Make financial assistance available to any student who wants to enroll in college	6.	Re-educate and retrain those whose vocational capabilities are obsolete

Presidents considered responding to community needs as the second most preferred goal, just behind higher education of the youth of the community. Community college faculty, however, placed community needs only fourth in their list of preferred goals. Faculty goals were generally more oriented to personal development of students, while presidents were more oriented to larger community concerns.[7] When asked to rank the present goals of their community colleges as they perceived them, presidents still ranked responding to community needs as second, while faculty perceived this goal as being of third priority in their colleges, behind serving higher education needs of youth from the local community, and providing some form of education for any student, regardless of academic ability (a goal the faculty ranked only seventh on their preferred list).[8] Students, however, saw responding to community needs as occupying only the eighth position in current goals, and ranked it ninth in their listing of preferred goals for the 70's.[9] The top six preferred goals on the student list are shown in Table III-2.

TABLE III-2

STUDENTS' PERCEPTION OF THE TOP SIX
COMMUNITY COLLEGE GOALS FOR THE 70's[11]
(rank order of preferred goals)

1. Make financial assistance available to any student who wants to enroll in college.
2. Help students respect own abilities and limitations.
3. Serve higher education needs of youth from local community.
4. Provide some form of education for any student regardless of academic ability.
5. Help students adapt to new occupational requirements.
6. Help formulate programs in a number of public policy areas, e.g., pollution control.

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Bushnell also reported specifically on attitudes toward adult education. He found that adult education does not occcupy a high priority in the minds of many community college presidents, and non-credit adult courses have an even lower priority. Presidents of the 90 institutions in Bushnell's sample were asked to assign a high, medium or low priority to a number of college activities. Fifty-one per cent gave adult evening courses a high priority. Non-credit courses received only medium priority from most presidents. When asked to make the same ratings on the assumption that their budget were being reduced, only thirty-one per cent gave adult evening courses a high priority, and non-credit courses dropped to low-priority status.[12] Studies by Morrison and Pixley support Bushnell's finding that adult education occupies a low priority in junior colleges. Morrison asked 350 California junior college personnel (presidents, other administrators, teachers, and trustees) from 47 colleges to rank, by order of importance, nine functions of the junior college. Adult education was ranked ninth by all four groups. Many teachers did not consider adult education to be a legitimate function of a junior college.[13]

Pixley compared the relative importance of adult degree-oriented, and occupational-oriented programs in Illinois public junior colleges, based on pay schedules, legislative provisions, qualifications for administrators, and other characteristics of the three programs. He concluded that the adult program is the least important.[14]

Griffith identified five forces which tend to restrict adult education in junior colleges to a narrow range of traditional, unimaginative activities. These are:

1. A conception of adult education as a community service, rather than as an educational activity.
2. The lack of imagination of many administrators in charge of adult programs.
3. The ill-conceived nature of many state support schemes, which arbitrarily provide a higher rate of reimbursement for some programs than for others.
4. Provincialism and lack of cooperation by adult educators in other institutions. They tend to see community colleges as a threat rather than a resource.
5. The haphazard training of adult education administrators.[15]

To counter-act these forces, Griffith recommended that administrators of adult programs avoid premature crystallization of the image of junior college adult education, and make a clear distinction between adult education and community service by emphasizing that the latter term does not involve learning on the part of the participants. Griffith also urged junior college administrators to act as coordinators of local adult programs, to cooperate with other programs, to exercise educational leadership in their areas and to make a point of continuing their own education to keep abreast of developments in their field.[16]

Bushnell identified four constraints on the growth of adult education in community colleges. First is the proliferation of adult education programs, often with overlapping services, in several types of institutions. The lack of coordination among the diverse groups in adult education has resulted in little effective lobbying for adult education funds at either the state or federal level, thus limiting available dollar resources.

A second constraint has been the traditionally marginal status assigned to the adult education program in educational institutions. Nontenured adult education faculty are often the first to be laid off in a budget squeeze.

A third constraint is the lack of career ladders or advancement opportunities. The fourth constraint, which reflects the low financial status of the field, is the lack of a well-conceived research and development program. This is reflected in both programs and curricular materials. Faculty members are often inclined to use "warmed over" course materials intended for younger students rather than spending the time and effort to develop courses adapted to the needs, interests, experience and aspirations of adult students.[17]

In summary, the community colleges can hardly be said to be eagerly seeking to take on a dynamic adult education role. Certainly a good amount of adult education is conducted by community colleges, but significant factions within the colleges either openly oppose this function or consistently regard it as a marginal, low priority activity which has little claim on college resources.

The major issue concerning the suitability of the community/junior college as a delivery system for adult basic education seems to be a confusion over the role of the community/junior college. Most of the writers cited in this section have spoken of this confusion; some have offered their own definition of what that role should be. Until these differences are resolved, the place of adult basic education, as well as other kinds of adult education, in the community/junior college will remain uncertain and unclear.

NOTES

1. Leland L. Medsker and Dale Tillery, *Breaking the Access Barriers: A Profile of Two-Year Colleges* (New York: McGraw-Hill, 1971), p. 3.

2. David S. Bushnell, *Organizing for Change: New Priorities for Community Colleges* (New York: McGraw-Hill, 1973), p. 3.

3. Ervin L. Harlacher, "Community Colleges," *Handbook of Adult Education*, edited by Robert M. Smith, George F. Aker, and J. R. Kidd (New York: Macmillan, 1970), pp. 213-214.

4. *Ibid.*, p. 214.

5. Edmund J. Gleazer, Jr., *Project Focus: A Forecast Study of Community Colleges* (New York: McGraw-Hill, 1973) pp. 215-216

6. Clyde E. Blocker, Robert H. Plummer, and Richard C. Richardson, Jr., *The Two-Year College: A Social Synthesis* (Englewood Cliffs, N.J.: Prentice-Hall, 1965), pp. 6-12.

7. Bushnell, *Organizing for Change*, p. 49.

8. *Ibid.*, p. 51.

9. *Ibid.*, p. 53.

10. *Ibid.*, p. 49.

11. *Ibid.*, p. 53.

12. *Ibid.*, p. 88.

13. Archie Morrison, "The Views of California Junior College Administrators, Instructors, and Boards of Trustees in Junior Colleg Education" (unpublished Ed.D. dissertation, University of California at Los Angeles, 1963), pp. 81, 211.

14. Loren W. Pixley, "The Level of Importance of Adult-Oriented Education in Selected Illinois Public Junior Colleges" (unpublished Ph.D. dissertation, Southern Illinois University 1972), pp. 197-199.

15. William S. Griffith, "Adult Education: The Challenge to the Junior College" (Address presented at the Third Annual Illinois Junior College Conference, Rockford, Illinois, October 25, 1968).

16. *Ibid.*

17. Bushnell, *Organizing for Change*, pp. 89-91.

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Trends

After "Education for What?" perhaps the next most asked question is "Where are we going?" In 1962 Knowles attempted to answer this question, among others, in his book on the history, form, and future of adult education. Knowles characterized the field of adult education as a social system in the early stages of development: a field which was expansive, flexible, and multi-dimensional, with a good deal of interaction among its parts. He felt that adult education was developing a distinctive curriculum and methodology, and was becoming an increasingly delineated field of study and practice.[1] He stressed the need for coordination among the various segments of adult education, but pointed to the difficulty of establishing a focus for coordinative efforts. The AAAE, which focused on the dissemination of information was criticized for not meeting other needs. The AEA, which attempted to meet a variety of needs during its first eight years, was criticized for not giving the field a unifying sense of direction.[2]

Knowles listed five forces favoring coordination:

1. The overlapping markets of various adult education activities, resulting in pressure from consumers for better integration of services.
2. The marginality of adult education in most institutions, inducing adult educators to seek mutual support across institutional lines.
3. Recognition by adult educators that advances in one area of adult education affect other areas as well.

4. Increasing recognition of adult education as a discrete activity.
5. Increasing recognition by adult educators as a commonality of interests cutting across lines separating different areas of adult education.[3]

Knowles also listed eight forces hindering coordination:

1. Lack of agreement on ultimate goals.
2. The priority of loyalty to the primary institution by most adult educators.
3. Competition by various institutions and programs for the same target populations.
4. Perceptions of differences in status among various segments within the field.
5. The varying backgrounds of adult educators.
6. Problems in communication within coordinative organizations.
7. Lack of resources for coordinative organizations.
8. Lack of a comprehensive picture of the field.

Knowles claimed that the forces for and against coordination seemed to be nearly in balance, though the forces against seemed to be gradually weakening.[4] For adult education as a whole, Knowles saw continued expansion and increased recognition for the field, though his evidence was of a more intuitive than factual nature.[5]

Liveright presented some observations on the state of adult education, and some trends, based on a study of adult education conducted for the Office of Education in 1965.

Liveright predicted a rapid growth in continuing education regardless of institutional policies, because of public demand. He urged colleges and universities to take a role of intellectual leadership, to guide this growth. Liveright also noted the lopsided nature of adult education activities, with a disproportionate share serving the needs of middle and upper class persons. He predicted that this lopsidedness would decrease, particularly with the influx of federal monies.[6]

Houle examined federal policies concerning adult education. He reviewed past actions of Congress and various federal agencies concerned with adult education, and identified six aspects of federal policy which seemed to be changing.

1. Past policy: Adult education should be used only to advance the economic resources of the U.S.

Emergent policy: Adult education should be used to achieve many different purposes.

2. Past: Federal funds should extend existing institutions and services.

Emergent: Federal funds should be used to create new educational forms and activities.

3. Past: The federal government has no responsibility for coordination of its adult education efforts.

Emergent: It does.

4. Past: The Office of Education should not have the major responsibility for adult education but should concentrate on childhood and youth education.

Emergent: The Office of Education should sponsor adult education programs of its own, and help coordinate other federal activities and services.

5. Past: The federal government should work with only a few institutions in providing adult education grants-in-aid.

Emergent: The federal government should work through a variety of institutions.

Corollary: The federal government has the responsibility to avoid creating imbalance or disharmony among competing agencies in the states.

6. Past: The federal governments should establish broad policies and fiscal controls, but allow great freedom to the states and institutions in administering grants-in-aid programs.

Emergent: The federal government has the responsibility to exercise a continuing measure of control over the programs it initiates.

In general, the emergent policies described by Houle call for more diversity of purpose and forms of delivery of federally aided adult education programs, while concentrating more coordination, initiation, and control at the federal level.[7]

A number of writers have tried to determine trends in the community college field. As with most literature on community colleges, adult education generally receives only passing mention, if that, in these discussions. The Carnegie Commission report on policies for community colleges, completed

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in 1970, recommended that by 1980 a community college should be within commuting distance of every potential student. To achieve this, the Commission estimated that between 230 and 280 new colleges would have to be built. The report envisions that community colleges will take on an increasingly larger share of the higher education load, enrolling 40 to 45 per cent of all undergraduates by the year 2000.[8]

The Commission recommended that these colleges be comprehensive in nature, including a variety of programs for college age students and for adults. The report devoted special attention to remedial education, recommending that community colleges seek the cooperation of other educational institutions in providing for remedial education, and that an optional "foundation year" be available for any student who wants it.[9] However, the report did not go into the benefits to be expected from cooperating with other institutions, nor how such cooperation might be carried out. Though the report recommended programs for adults, it did not discuss such programs in any detail. In general, the report suffered from brevity of presentation. Suggested policies were set out with no arguments to support them, and often in very general terms.

Gleazer, in a report of the Project Focus study carried out for the AACJC, also set out proposed future policies for community colleges. The study was an attempt to forecast the nature of future changes in five areas of community colleges: student population; programs which serve the students; organization and governance; financial support; and community relations.

In the community relations section, Gleazer said that "If community colleges want to be in the forefront in the 1970's, they need to refocus their efforts to respond to the needs of older people..."[10] It is interesting to note, however, that Gleazer himself devoted 211 of 239 pages to programs for recent high school graduates, rather than programs for older adults. Ultimately, said Gleazer, the future nature of the community college depends on the kinds of students the college will serve.[11] Though Gleazer mentioned older persons as one possible type of student, he discussed programs for older persons in the section on "trends in community relations" rather than the section on "changes in the student population". If his book is a fair indication, the education of adults will remain a peripheral function of the community colleges of the future.

In a study of California public junior colleges in 1966, Reid examined then-current trends. He observed that a number of forces were tending to change the junior college from a free public institution, locally governed and catering to the needs of the total community, to an institution of more limited scope. These forces were: the relatively recent identification of junior colleges as institutions of higher education, increasing enrollment, and a reluctance of legislatures to increase their level of assistance. These forces were encouraging colleges to (1) raise admission standards, (2) charge tuition, and (3) curtail some functions of the junior college, probably vocational education and adult education.

However, federal policies, which encourage education of the disadvantaged, would then divert federal monies away from the junior colleges to other institutions willing to initiate programs for the disadvantaged. The junior college would therefore suffer a net loss in status, enrollment, and financial support.[12]

Reid ignored in this analysis a number of other events which might occur if the junior colleges should become more selective and less of an "open door" college. However, his scenerio did demonstrate that when attempting to forecast trends, many interrelated factors must be considered. Reid also pointed out that seemingly peripheral functions of a college may in fact be very integral to the institutional health of the college.

The authors reviewed here pointed a picture of an expanding adult education enterprise, enhanced by growing public demand and increased responsibility on the part of the federal government. Community colleges were seen as becoming an even more important part of our higher education system, but the place of adult education within the colleges was unclear. Both Gleazer and the Carnegie Commission report gave adult education only brief mention, and Reid pointed out some forces hindering the growth of adult education in community colleges.

NOTES

1. Malcolm S. Knowles, Adult Education Movement in the United States (New York: Holt, Rinehart, and Winston, 1962), pp. 249-256.

2. Ibid., p. 263.

3. Ibid., pp. 265-266.

4. Ibid., pp. 266-268.

5. Ibid., pp. 269-272.

6. A. A. Liveright, "Some Observations on the Status of Adult Education in the U.S. Today," Adult Education, XVI (Summer, 1966), 239-246.

7. Cyril O. Houle, "Federal Policies Concerning Adult Education," School Review, LXXVI (June, 1968), 166-189.

8. Carnegie Commission on Higher Education, The Open-Door Colleges: Policies for Community Colleges (New York: McGraw-Hill, 1971), pp. 39, 52.

9. Ibid., p. 23.

10. Edmund J. Gleazer, Jr., Project Focus: A Forecast Study of Community Colleges (New York: McGraw-Hill, 1973), p. 216.

11. Ibid., p. 229.

12. Alban E. Reid, Jr. "A History of the California Public Junior College Movement" (unpublished Ph.D. dissertation, University of Southern California, 1966), pp. 699-704.

Legislation

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Paralleling federal development of other social legislation, extensive provisions for adult education were included in the "Great Society" planning in the 1960's. Direct federal involvement in vocational education below the college level had been initiated with passage of the Smith-Hughes Vocational Education Act of 1917. In the 1960's, legislation altered the priorities, expanded the scope and vastly increased the allocations for adult education. Post-1960's developments on the federal level are characterized by retrenchment. A review of the early federal legislation enhances understanding, and thus preceeds discussion of contemporary philosophy, programs and problems of adult education legislation.

While stipulating certain procedures and/or criteria to be followed, early federal legislation did not undertake direction and organization of vocational education programs. Implementation was the responsibility of the several states, all of which maintained such programs for adults by 1923. All but five states had them by 1919, two years after the seminal 1917 legislation; some states had them prior to 1917, but prospective federal support provided the impetus for the majority of states to initiate such programs.[1]

Among the most important general demands states met in order to obtain federal funds were:

(1) formal legislative acceptance by the several interested states of the federal acts;

(2) creation of state vocational education boards of not less than three members empowered to cooperate with the federal authorities in administering the acts;

(3) provision of state and/or local monies to match federal grants; and

(4) submission of program plans to the federal Vocational Education Board for that Body's approval.[2]

Specific prescriptions within the federal acts provided guidelines to the States and, in some measure, reflected contemporaneous socio-political and economic developments. A response to growing American awareness of the relatively greater opportunities for vocational education in foreign countries which were competing for American markets, the Smith-Hughes Act was designed specifically to cope with two related changes in American life: growing urbanization and reallocation of the work force from agricultural to industrial labor. It complemented the previously created (Smith-Lever Act, 1914) agricultural extension programs, providing for both (1) vocational education, specifically in agriculture, home economics, the trades, and industry, and (2) the preparation of teachers of these subjects. Required program characteristics of the Act included pre-college level training programs designed to prepare persons of at least 14 years of age for useful employment and, furthermore, part-time programs for employed persons of 14 to 18 years of age.

Section 5 of the Smith-Hughes Act stated that: ". . . to secure the benefits of the appropriations provided for in . . . this Act, any State shall, through the legislative authority thereof, accept the provisions of this Act . . ." Other early Acts include the same requirement. Therefore it is correct to state that: "Among the most important general demands states met in order to obtain federal funds were: (1) acceptance by the State legislatures of the federal acts; . . ." The distinction is worthy of note because it reinforced the traditional division of state and federal powers. It was insufficient for a state agency to request funds for state use simply because the federal government has given general authorization for expenditures by the states; rather, the state legislature must first take affirmative action.

The federal role in pre-collegiate vocational education was extended by the George-Reed (1929), Smith-Bankhead, and George-Ellzey (1934) Acts and other legislation which (1) increased federal appropriations; (2) extended the benefits to Puerto Rico, the Virgin Islands, and later, Hawaii and Alaska; and (3) authorized vocational rehabilitation programs for persons disabled in industry. The 1936 George-Deen Act was designed to meet needs created by the simultaneously declining percentage of the labor force employed in agriculture and industry and increasing percentage engaged in transportation, trade and clerical work. It authorized additional annual expenditures and extended the scope of the program beyond the provisions of previous legislation. Prior to, and especially during the Depression years, these Acts were complemented by the provisions for adult education included in various labor acts.

Amending the George-Deen Act, the George-Barden Vocational Education Act of 1946 complemented the seminal Smith-Hughes Act. The provisions of the George-Barden Act increased federal activity in three areas. Title I provided supplementary funds for education in agriculture, home economics, trades and industry, and distributive occupations. Title II authorized federal appropriations for pre-college level training programs in practical nursing and allied health professions. Title III authorized appropriations for "area vocational education programs" for training highly skilled technicians in occupations which require scientific or technical knowledge and are necessary for the national defense. Notable among changes in the use of funds provided by Title I of the 1946 Act was the elimination of requirements that pre-employment programs for persons of at least 18 years of age or who have left full-time school (1) operate at least 30 hours per week for at least nine months per year and (2) devote a minimum of one-half the training time to useful or productive shopwork. The "area vocational education programs" were to be publicly supervised and controlled systematic classes on a pre-college level for persons who had completed junior high school or were at least 16 years old and showed reasonable promise of benefitting from the instruction.

The Act stipulated that state and local funds for Title III must supplement matching grants appropriated according to the Smith-Hughes Act and/or Titles I and II of this Act. The federal share of the costs of the program was to be covered by the annual $29 million appropriations the Act originally authorized. Partially because of the large sum available for vocational education through veteran's education programs initiated in 1946, however, Congress did not approve the full appropriation authorized by the George-Barden Act until 1956.

Continuing international tensions contributed to a domestic climate conducive to passage of the Federal Civil Defense Act of 1950. The Act provided federal support, direction, coordination and guidance for protection of American life and property against attack. Public dissemination of defense information "by all appropriate means," establishment of a national civil defense college, up to three civil defense training schools, and leasing of whatever property was necessary to provide the required schools and classes were responsibilities of the National Civil Defense Administrator.

The Cooperative Research Act of 1954 provided federal funds to public universities and colleges, institutions and organizations, non-profit-making private agencies, and individuals for research, surveys, and demonstrations re education, and for the dissemination of information derived from educational research. Funds were available for traineeships, internships, and fellowships, as well as training in research in the field of education, including preparation of staff members and curricular resources for such training. Its most direct tie to adult education followed passage of an amendment permitting utilization of resources authorized by the Act for the bilingual education programs authorized by Title VII of the 1965 Elementary and Secondary Education Act.

New developments in applied research for educational endeavors were made possible through the grants-in-aid and contractual arrangements authorized by Title VII of the National Defense Education Act of 1958. This title, "Research and Experimentation in More Effective Utilization of Television, Radio, Motion Pictures, and Related Media for Educational Purposes," authorized appropriations for: (1) adaptation of resources and techniques and subsequent utilization of the communications media; (2) training teachers to use such media with optimal effectiveness; and (3) presenting academic subject matter through such media in public elementary and secondary schools, as well as institutions of higher education.

Title VIII of the Act, entitled "Area Vocational Education Programs," amending the 1946 George-Barden Act, was itself amended by the 1963 Vocational Education Act (see below).

Even this brief sketch of developments in adult education indicates that the major legislation of the 1960's fit into patterns whose outlines had been suggested in previous decades. In 1969 Dorland analyzed federal legislation of the 1960's which affected adult education. He felt that the first major legislation of this type was the Manpower Development and Training Act of 1962.

Designed to meet the continuing challenges of an evolving economy and international competition, this act was (1) to prepare for full productive capacity primarily unemployed and secondarily underemployed persons who needed new or improved skills and (2) to meet the postulated requirements of the space-age economy for skilled workers. The Act was composed of five Titles: "Manpower requirements, development and utilization, Training and Skill Development Programs, Miscellaneous, Seasonal Unemployment in the Construction Industry, and Supplementary State Programs." Primarily under the auspices of the Department of Labor, the Act authorized programs in four major areas: (1) research, provision of information, and evaluation re manpower needs and problems; (2) institutional projects providing in-school occupational training, (3) on-the-job training; and (4) experimental and demonstration projects to reach otherwise unreachable persons.

The Act was notable in terms of adult education in that it authorized occupational training programs for persons 16 and over, and it recognized the relation between basic education skills and job training. Indeed, Title II of the act contained the first legislative use of the term "basic education," with reference to adults.[3]

The Vocational Education Act of 1963 was another of the legislative cornerstone of adult education in the 1960's. While not aimed primarily at adults, its statement of purpose made it clear that adults were to be included in programs authorized under the act:

> ...so that persons of all ages in all communities of the State - those in high school, those who have already entered the labor market but need to upgrade their skills or learn new ones, and those with special educational handicaps - will have ready access to vocational training or retraining...[4]

Both the MDTA and the Vocational Education Act recognized the need for adult basic education in conjunction with job training.

The Economic Opportunity Act of 1964 was extremely important for adult education. Title IIB, Adult Basic Education Programs, was devoted solely to adult education. As with previous legislation, under Title IIB each state had to develop and have approved a state plan for ABE programs, with programs carried out by local agencies, usually the public schools. The federal government assumed 90 per cent of the costs of the ABE program, with state and local agencies supplying 10 per cent. Funds were allocated to the states on the basis of the number of persons in each state over 18 with less than five years of schooling.[5]

Two additional pieces of legislation passed in 1965 further advanced the legislative status of adult education. The Elementary and Secondary Education Act of 1965 provided several benefits for adult education. Some state departments of education added adult education personnel, and some programs funded under the Act had adult education components. The Higher Education Act of 1965 provided a number of opportunities for adult education programs, particularly under Title I, "Community Service and Continuing Education Programs."[6]

Perhaps the most significant piece of adult education legislation was passed in 1966. The Elementary and Secondary Education Amendments of 1966 included, as Title III, the Adult Education Act of 1966. This Act was significant for a number of reasons. It was the first federal legislation specifically called an Adult Education Act. By being included in the ESEA, it in effect moved adult education into the mainstream of federal education legislation. It provided for the establishment of a National Advisory Committee on Adult Basic Education. And it transferred full control of ABE programs from the OEO (where it was placed by the Economic Opportunity Act of 1964) to the U.S. Office of Education. This move was considered important by adult educators because of the difficulty they had experienced for two years while USOE administered ABE programs, but funding came through OEO.[7]

The 1967 Amendments to the Adult Education Act (included as Title III of the 1967 Amendments to ESEA) extended federal ABE programs through June 1970, appropriated more money for adult education, made non-profit agencies eligible for ABE funds, and continued the 90:10 federal to state and local funding ratio.[8]

Dorland pointed out that a number of acts in "non-educational" areas have also benefitted adult education. Manpower programs have provided perhaps even more adult education than have programs specifically designated as "educational" in nature. Community Action Programs, such as those sponsored by HUD, often provide adult education for participants. The Education Professions Act of 1967 has provided graduate training for a number of adult educators.[9]

Dorland noted that since 1965-66, federal emphasis has been on making existing laws work, rather than on initiating new laws. The legislation passed during the first half of the decade was altered through amendments or through failing to appropriate funds for programs authorized by earlier legislation.

A study by Draper in 1967 gave some indication of the effect of this federal legislation in a single state. Draper gathered data with a questionnaire sent to 185 public school adult education administrators. They were questioned about changes occuring in their District as a result of federal adult education legislation. Respondents reported that federal legislation resulted in increases in (1) expenditure of local tax funds for adult education in 27.27 per cent of districts with adult programs,[10] (2) the number of administrators employed in 19.58 per cent of the districts,[11] (3) the employment of teachers trained to teach adults in 19.58 per cent of the districts,[12] and (4) the number of adult education courses offered in 40.46 per cent of the districts.[13] Larger districts were more affected by federal education legislation than were smaller districts. Most program administrators felt that state aid was more important than federal aid in the promotion of adult education. Only 49 per cent of the administrators felt that federal funds had had any positive effects on their program.[14]

The preceding discussion involved only federal legislation. Miller reviewed legislation at the state level in 1950. He found that except in the areas of general vocational education, and rehabilitation services for adults, there were no systematic patterns for adult education in the legislative and administrative provisions of the several states. Some states had specific sections or chapters in the school laws pertaining to adult education while in other states adult education was mentioned only incidentally in the laws. Miller found evidence of significant development in adult education legislation in the twenty years preceding 1950:

(1) The conception of public school adult education had grown beyond such traditional areas as Americanization, literacy, and elementary school subjects to include many other areas.

(2) Most states (two-thirds) had increased provisions for adult education over the twenty years.

(3) One-half the states provided full-time or part-time adult education personnel in their state departments of education.

(4) One-half the states provided state aid for one or more areas of adult general education.[15]

In 1972, Jeanroy reviewed the development of state legislation for adult education. Massachusetts was the first state to pass such legislation, appropriating $75 for evening schools in 1823. Other states followed suit over the next few years. Jeanroy found that from 1850 to 1950, the states were preoccupied with the education of children and youth almost to the exclusion of education of adults. Most state education legislation dealt with elementary and secondary education. The judicial branch of the federal government played the major role in promoting adult education. During this period, court decisions were as important as legislative acts in shaping adult education. Court decisions gave communities and local school boards the power to establish and regulate various aspects of adult education programs.[16]

After 1950, many states established more comprehensive legislation. Several explicitly defined public school adult education, identified lines of administration, and provided opportunities for the growth of adult education. Court decisions were less influential than before 1950. Modification of legislative policies occurred not by court decisions but by guidelines set up by central state agencies. These guidelines supplemented or even replaced legislative guidelines.[17]

Dorland reviewed state legislation for adult education in 1968. Among the trends he noted were:

(1) Some states first provided money for adult education after they were required to contribute ten per cent matching funds for federal ABE programs. Some states first employed adult education specialists in state departments of education in order to meet the requirements for participation in federal ABE programs.

(2) Some of the more recent state legislative activity has been in the area of high school education for adults. The federal government has failed to appropriate funds for adult education classes beyond the eighth grade level, so some states have provided state funds for this purpose.

(3) As educators generally and adult educators specifically become more knowledgeable of legislative strategy and power, they are placing more emphasis on working towards desirable legislative objectives.[18]

Even though the federal legislation of the past decade reflects past patterns of federal support for education, some new elements were noticeable in the "Great Society" legislation. Perhaps the best summary of the changes reflected by the federal legislation of the 60's was offered by Houle in an article written in 1968. From a review of legislation, Houle inferred past and present federal policies towards adult education. Houle noted that federal policies seem to be changing to allow greater diversity of purpose for adult education programs: more coordination, initiation, and control at the federal level, and more diversity of adult education institutions and agencies which receive federal support.[19]

NOTES

1. Leon Miller, "Statutory Provisions for Public School Adult Education and Their Implementation" (unpublished Ph.D. dissertation, University of Chicago, 1950), pp. 9-10.

2. *Ibid*.

3. James R. Dorland, "The Impact of Legislation on Adult Education," in *Administration of Continuing Education*, edited by Nathan C. Shaw (Washington, D.C.: National Association for Public School Adult Education, 1969), pp. 119-120.

4. *Ibid*., p. 120.

5. *Ibid*., pp. 121-122.

6. *Ibid*., pp. 122-123.

7. *Ibid*., pp. 123-124.

8. Ibid.

9. *Ibid*., 124-126.

10. William B. Draper, "A Survey of Federal Legislative Influence on Public School District Adult Education in Michigan." (Unpublished Ph.D. dissertation, Michigan State University, 1967), p. 90.

11. *Ibid*., p. 105.

12. *Ibid*., p. 159

13. *Ibid*., p. 190

14. *Ibid*., pp. 83-94.

15. Miller, "Statutory Provisions for Public School Adult Education," pp. 120-121.

16. Donald L. Jeanroy, "Legal Aspects of Public School Adult Education." (unpublished Ph.D. dissertation, University of Wyoming, 1972), pp. 65-66.

17. Ibid., pp. 67-68.

18. Dorland, "Impact of Legislation on Adult Education," pp. 128-12

19. Cyril O. Houle, "Federal Policies Concerning Adult Education" *School Review*, LXXVI (June, 1968), 166-188.

Governance of Community Colleges

The variation in patterns of governance of community colleges is limited chiefly by the number of states. The different patterns can be classified quite easily into two or three categories, however. In a study of two-year colleges, Medsker and Tillery found that two basic state patterns prevailed: "(1) situations in which the responsibility for the community colleges is shared between local and state government, and (2) those in which the responsibility rests primarily with the state."[1] Many variations existed within these two basic patterns. In three states some colleges were governed under one pattern while other colleges were governed under another. In some states the colleges were controlled by the universities. At the state level, a variety of agencies were responsible for community colleges.

Medsker and Tillery found that as of summer, 1969, twelve states administered the community colleges totally through some state agency, twenty-eight did it through a combination of state and local control, and nine states placed the colleges under the jurisdiction of a university.

Under the total state control pattern, seven states placed the colleges under a separate board, five placed the colleges under a sub unit of a board responsible for other higher education institutions. Under the state-local pattern of control, fifteen states placed the state's function in the state board of education and/or department of public instruction, six placed the state's function in a separate community college board, and seven placed the state's function in a board responsible for other higher education institutions.[2]

The practice of operating community colleges under a local board, but with some control and coordination by the state is the oldest and still the most prevalent method identified by Medsker and Tillery. It was also the most complex form of governance they found, likely to be hampered by the diversity of policies and practices set up by the various local boards. Medsker and Tillery question whether local control really facilitates responsiveness to local needs any more than state control. They point out the potential conflict between a state plan for coordination of community college efforts and an ideal of local control.

As the community colleges assume an increasingly prominent position in the delivery of education, the state, as a whole, has even greater interest in their development and efficient operation. Medsker and Tillery pointed out that though some persons are strongly committed to local autonomy, there are valid arguments for a strong role on the part of the state. The needs of all the people are better met if the state is able to coordinate the community college system. They asserted that the trend will be towards full state control of community colleges They point out that a number of states have obtained full control from local boards.[3]

Hickman and Lieske studied state coordinative agencies in 1966 and 1968. They found a marked proliferation of state agencies responsible for the coordination of community colleges.

In 1966 the 50 states had 55 coordinative agencies. In 1968 the 50 states had 75 coordinative agencies. In 1968 the state board of education was the most prevalent agency responsible for coordination (fifteen states), with state departments of education and state boards for community colleges the next most prevalent (twelve states each). The number of states with more than one coordinative agency rose from eight in 1966 to 26 in 1968. At the local level, they found that control of community colleges was moving away from school districts and counties, towards multi-county agencies. They did not provide data relevant to Medsker and Tillery's conclusion that states are moving towards full state control of community colleges.[4]

Intimately associated with the issue of the control of community colleges is the funding of community colleges. Medsker and Tillery found that states which had full state control of community colleges generally provided most or all the funds for the colleges. Those states which shared responsibility with local governments shared the costs as well. In these states, the state paid an average of 36 per cent, while the local governments paid an average of 30 per cent.[5]

Non-transfer programs, such as adult and vocational education, have posed problems for states attempting to create separate community college boards. Unlike the transfer programs, such activities are carried out by the K-12 school system, and sometimes by universities as well. The inter-institutional nature of these programs complicates clean divisions among the various educational agencies, both administratively and legally. Morsch points out that the Vocational Education Act requires each state to designate one agency to have sole responsibility for federally aided vocational programs in the state. Florida responded to this problem by dividing the department of education into four divisions. Three are institution-oriented, while the fourth (Division of Vocational, Technical, and Adult Education), is program-oriented. Washington created an independent board of vocational education, which contracts with the K-12 system and with the community college system for the needed educational services.[6]

Medsker and Clark considered this problem when studying the effects of moving to full state governance of community colleges. They recommended the creation of a separate board, responsible for adult and vocational education. Such a board would solve the problem of how to coordinate the adult and vocational activities carried out by the public schools and junior colleges. Medsker and Clark felt that such a board could recruit a high level professional staff because it could pay higher salaries and offer more autonomy than if it were a division within the state board for community colleges.[7] Perhaps because issues of governance are so closely related to issues of financial support and of legislation, few writers have dealt explicitly with governance. This is an area of concern which will probably receive more attention as community colleges become more ubiquitous and as the issues become more clearly defined.

NOTES

1. Leland L. Medsker and Dale Tillery, *Breaking the Access Barriers* (New York: McGraw, 1971), p. 106.

2. *Ibid.*, pp. 108-109.

3. *Ibid.*, pp. 106-109, 144-145.

4. Marmette Hickman and Gustave R. Lieske, "The Current Status of Community College Organization, Control, and Support," (Los Angeles: University of California at Los Angeles, 1969).

5. Medsker and Tillery, *Access Barriers*, pp. 115-117.

6. William Morsch, *State Community College Systems* (New York: Praeger, 1971), pp. 7-8.

7. Leland L. Medsker and George W. Clark, *State Governance of California Junior Colleges* (Berkeley: Center for Research and Development in Higher Education, 1966), pp. 54-55.

Articulation and Coordination

The literature on articulation and coordination among ABE agencies is characterized primarily by its paucity. This is a function, perhaps, of the relative scarcity of attempts to coordinate ABE programs. Nevertheless, there have been a few thoughtful, well researched studies of articulation and/or coordination.

When the topic of coordination is raised, it is generally in a favorable light. We were unable to find a writer who presented an argument against coordination. Not that disadvantages to coordination have been ignored; these will be discussed later. The writers who did find such disadvantages, however, unanimously agreed that they were outweighed by advantages.

The level at which coordination of ABE activities should be carried out has not been a pressing topic for discussion in the literature. Houle studied coordination at the state level; Beder, Myran, and Niemi discussed cooperation at the local level. Timkin and Harrison dealt with both the state and the local level. Only Houle, and Timkin and Harrison presented an argument for the importance of coordination at one level as compared to another. Both reports suggested that coordination begins at the state level. Houle argued that the state is the ultimate level of control in educational theory and that local representatives look to state agencies for leadership and guidance. "If the state leaders cooperate with one another, this serves as an example and stimulus for local cooperation."[1]

Timkin and Harrison agreed that cooperation must first exist at the state level if it is to exist at the local level. They

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added, however, that for cooperation at the state level to continue, programs must be cooperatively carried on at the local level.[2]

"Coordination of adult education" may mean two things. Some writers speak of coordination among different agencies, each of which conducts adult education of some sort. Other writers speak of coordination between an adult education agency and other organizations which do not offer adult education. Both kinds of coordination will be discussed in this section.

A 1940 dissertation by Houle examined coordination of adult education at the state level. Houle studied 123 adult education programs conducted by 110 agencies in eight states. The states were Connecticut, Delaware, Illinois, Michigan, New Jersey, New York, Pennsylvania, and Wisconsin. On the basis of his study, Houle concluded that adult education was an important function of state government, but that the administration of public adult education at the state level was extremely decentralized, with little voluntary coordination among state agencies of adult education. The administrative structure of the state governments was not so designed as to coordinate these programs. All this was true even though most of the programs had many common elements, and the agencies were in close physical proximity to one another.[3]

Houle recommended that adult educators support attempts to improve the administrative management of their state government, that heads of adult education agencies determine how their programs could be improved by coordination with the work of other agencies, that coordinative organizations such as state councils of adult education be formed, and that further study be made of the activities and techniques common to a number of agencies.[4]

An example of coordination at the local level is offered by the report of the Special Project for Coordinated Adult Basic Education, in Kansas City, Missouri. A Special Project staff of the Kansas City School district coordinated the ABE components of four federally funded agencies (WIN, CEP, MDT, and the Extended Services Department of the Kansas City School District.) Several other agencies were also involved, though less formally.

Their report listed six benefits of this coördination:

1) savings in program costs
2) savings in time
3) a flexible class structure
4) the provision of daytime classes
5) manageable teacher-pupil ratio
6) experienced professional leadership.[5]

These benefits resulted primarily from the pooling of the students each agency had to teach and the pooling of the ABE resources each agency had. By consolidating their ABE classes in one center, WIN and CEP estimated they saved several thousand dollars in rent and equipment costs. By using the purchasing services of the Kansas City School District, they saved even more. With this arrangement, CEP was able to offer daytime classes with paid instructors, whereas they would have had to offer only night classes with volunteer instructors.

The school district supplied consultative services by the directors of the Department of Extended Services, of Adult Education and of Research and Development. The school district also loaned audio-visual material and equipment to the other agencies. Seminars on teaching methods and counseling were arranged between school

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district personnel and MDTA personnel.[6] The report mentioned three obstacles to the coordination project:

1) an artificial division between ABE and GED classes which caused needless administrative work;
2) problems in keeping registration records current; and
3) the excessive time needed to modify subcontracts, due to the increased red tape.

The report concluded that coordination among the agencies was feasible, but that it required continuing effort by the Special Project staff.[7]

While the above authors spoke of benefits in terms of the sponsoring agencies, Niemi wrote of the benefits to the community served by the agencies. He argued that if evening schools and community colleges do not coordinate their adult education efforts, the results may be a reduction in educational opportunities for the students. He feared that adult evening schools, already in a marginal position in many communities, would not be able to compete successfully if the two institutions tried to compete for students. If the adult evening school were weakened or even discontinued as a result of such competition, he predicted, largely on the basis of intuition, that the net result would be fewer class offerings in the community.[8]

Myran presented evidence of support for Niemi's position, at least from community colleges. He presented the results of a survey of 192 members of the National Council on Community Services. When asked to rank a list of key elements in a community service program, "cooperation with other community agencies and groups" was placed at the top of the list. The groups with which cooperati was most essential, according to the survey, were university continuing education departments and public school adult education departments.[9]

Beder reported on coordination of a different sort--between an ABE program and another institution or organization which does not carry out adult education. Beder used the term linkage to refer to any arrangements between the ABE program and the other organization. He pointed out that there are different degrees of linkage. A low degree of linkage describes the situation in which a community agency does nothing more than help publicize ABE classes. A high degree of linkage describes the situation in which two agencies work closely together sharing resources and seeking a common goal. Beder was particularly interested in the type of linkage in which the ABE program agrees to provide classes for employees or clients of a particular organization. He called such an arrangement a co-sponsorship.

Cosponsorships are agreements formed with hospitals, industr organizations, prisons, churches, welfare agencies, and any other organizations which desire the services of the ABE program for their employees or clients. Beder reported that a 1970 survey (unpublished) by the Center for Adult Education showed that 80 per cent of all ABE programs in cities of over 100,000 residents engag in some form of cosponsorship. The typical arrangement was one in which the ABE program provided the teacher and materials, while the cosponsor provided the students and classroom space.[10]

Beder studied ABE programs in six cities, with sixteen examples of cosponsorship. He concluded that the main benefit of co-sponsorship to the ABE program was a large enrollment of students. As most ABE programs were funded at least partially on the basis of enrollment, increased enrollment satisfied an organizational need. Other benefits were improved access to the primary target population, lower costs, additional services, information feedback, and increased visibility, prestige and power for the program.[11]

Beder found that the co-sponsor also benefitted. The space they offered for classrooms was generally vacant during class hours anyway, so there was no additional cost in providing it. Similarly, providing the students cost them almost nothing as well, except for some employers who gave the students released time from work to attend class. For these organizations, the costs were substantial. In exchange for their costs, they received the services of a professional ABE teacher, supervision of the teacher, and instructional materials, all of which would have cost the organization a good deal of time and money had they attempted to set up their own ABE class. Thus, co-sponsorship was the easiest, cheapest way to get basic education for their employees or clients.[12]

Beder assumed that basic education was likely to increase employee production, and reduce employee mistakes in such places as hospitals where mistakes can be crucial. Unfortunately he did not offer any evidence to support this assumption. The assumption is not his alone, of course. The hospitals and factories which gave employees released time must have assumed they would receive some benefits in exchange for this cost.[13]

Beder found that the costs for both parties in the cosponsorship were relatively low, largely because the degree of linkage between the two was relatively low, and consequently required little adaptation by either party. Possible costs are of four types: reduced autonomy, administrative time to maintain the linkage, financial expense to maintain the linkage, and goal displacement.[14]

The authors reviewed here suggested a number of factors affecting the success of coordination efforts. The recommendations of the Kansas City School District report may be summarized under the following five areas:

1) Excellent interagency and intra-agency communication are of prime importance.
2) Adequate facilities are needed for the classes. This includes modern classrooms, air conditioning, water coolers, smoking and possibly eating facilities.
3) The various agencies must decide in advance each agency's responsibility for providing resources and activities such as counseling, follow-up of tardiness and absentees, records and reports.
4) The agencies must decide in advance on certain policy matters, including what constitutes success for the student, what type of tests to administer for research purposes, and standards of behavior in the classroom.
5) Agencies must not allow students to play one agency against another.[15]

Houle identified two general factors affecting coordination of adult education at the state level: structural organization and leadership. Under leadership he stressed that the leader should be sure that each member of the association understands his role and the role of the agency, and that each member feels he is contributing to the plans of the association. The leader should prevent loyalties from becoming too narrow, and should bring differences of viewpoint out in the open where they can be dealt with objectively.[16]

Beder also emphasized the role of adult education administrators in coordination. He found that linkages of any sort were usually initiated by the ABE program director. He recommended that the director seek to establish linkages with those organizations having the greatest need for ABE. Such organizations would be the most willing to provide resources for the ABE program, and would also provide the greatest number of students for the program. Beder found that most administrators did not make efficient use of community liaison personnel. Such persons were usually used to recruit students on a one to one basis rather than to establish linkages with other organizations in the community. A good percentage of their time was also spent in miscellaneous administrative chores not related to liaison.[17]

Under structural organization, Houle identified a number of factors which can influence the success of coordination among several agencies, including the administrative structures of the individual agencies, the goals of the various agencies, communication and interaction among officers and other members of the agencies, and the concreteness of the plan of action of the cooperative venture.[18]

Timkin and Harrison presented a concrete example of a coordinative structure in their description of adult education in Oklahoma.

They presented a model for adult education interaction, with activities coordinated at the state level by the Oklahoma Adult Education Association, and at the local level by the 37 public school adult learning centers. They stressed that coordination must exist at the state level if cooperation at the local level is to exist. Conversely, cooperation must be carried out at the local level if it is to continue at the state level. They recommended that state directors condition local directors in regard to areas of working relationships among local agencies, and that state directors participate in the local planning of joint program efforts. A prerequisite for effective cooperation is a clear set of goals and objectives, of which all program directors are aware.[19]

The writers cited here all agreed that substantial benefits can accrue as a result of coordination among agencies, and recommended a number of measures to maximize those benefits. There was not much conflict among them as to what those measures are, perhaps because they were almost common-sense recommendations for such things as open communication, a clear understanding of objectives, and competent leadership.

While their recommendations were more specific in some instance such as in the Kansas City report, there is still a great need for detailed research into specific benefits and costs of different coordination procedures. Savings in the Kansas City report were merely estimated. Perhaps other procedures would have resulted in even more savings. Houle's study is over thirty years old. There are no studies within the scope of Houle's which take into account the increased role of the federal government in the administration of ABE.

The authors certainly offered evidence that coordination should be actively pursued by ABE agencies. As more coordination is attempted, hopefully research on coordination will be facilitated.

NOTES

1. Cyril O. Houle, "The Co-ordination of Public Adult Education at the State Level" (unpublished Ph.D. dissertation, University of Chicago, 1940), p. 9.

2. Joe E. Timkin and M. Mattie Harrison, *Adult Basic and Continuing Education through Oklahoma Learning Centers* (Oklahoma City: Oklahoma State Department of Education, 1970), p. 51.

3. Houle, "Co-ordination of Public School Adult Education," pp. 139-140.

4. *Ibid.*, pp. 140-141.

5. Kansas City School District, "Special Project for Coordinated Adult Basic Education, 1968/69. Final Report" (Kansas City, 1969), pp. 108-109.

6. *Ibid.*, pp. 14-16.

7. *Ibid.*, p. 109.

8. John A. Niemi, "Conflict or Accommodation? The Need for Articulation between the Adult Evening School and the Community College," *Continuous Learning*, IX (January, 1970), 31-33.

9. Gundar A. Myran, *Community Service Perceptions of the National Council on Community Services* (East Lansing: Michigan State University (Research and Report Series, Kellogg Community Services Leadership Program 1971).

10. Harold W. Beder, III, "Community Linkages in Urban Public School Adult Basic Education Programs: A Study of Co-sponsorship and the Use of Community Liaison Personnel" (unpublished Ph.D. dissertation, Columbia University, 1972), p. 6.

11. *Ibid.*, p. 156.

12. *Ibid.*, pp. 123-124.

13. *Ibid.*, pp. 162-163.

14. *Ibid.*, pp. 159-165.

15. Kansas City School District, "Coordinated Adult Basic Education," p. 109.

16. Houle, "Co-ordination of Public School Adult Education," pp. 209-210.

17. Beder, "Community Linkages," pp. 161-167.

18. Houle, "Co-ordination of Public School Adult Education," pp. 205-208.

19. Timkin and Harrison, "Oklahoma Learning Centers," pp. 50-54.

Delivery Systems

While any educational program must deal with questions of philosophy and objectives, it must also deal with the more pragmatic questions of how to deliver the educational services of the program to the consumers of those services. The systems by which adult education services are delivered to the consumer take many forms. This section will examine the literature on delivery systems associated with two major institutions--the public school and the community/junior college--and will conclude with a discussion of delivery systems not directly associated with either of these institutions.

Public Schools

The adult education function of the public school in the United States is almost as old as the public school itself. In a history of public school adult education, George Mann claims that private evening schools, open to both youth and adults, existed as early as 1661 in New York state. Massachusetts began to subsidize evening schools in 1823. By 1870 there were more than 100 evening high school and elementary schools in the United States. By 1900, 165 major cities had established evening schools whose major purpose was to serve adults.[1]

Until World War I, adult education grew gradually, still within the framework of the evening school. Practical courses in homemaking, technical education, and business education were added to the traditional elementary subjects and academic courses. According to Mann, the post-World War I period marks the beginning of modern adult education.[2] Since that time, public school adult education has continued to grow in both numbers and in scope. A survey by the Division of Adult Education Service of the National Education Association estimated that by 1952 there were over 3.3 million adults enrolled in public school programs.[3] Cortwright and Dorland list fifteen types of subjects commonly offered by public school adult programs, including general academic education, courses in the fine arts, and remedial special education.[4]

Adult education has never been a major focus of public school activity. As late as 1958 an opinion survey by Graff and Edwards concluded that the establishment of adult education departments and the designation of adult school directors were the two major trends in public school adult education.[5] A 1967 survey by Dorland and Baber of adult education programs in large school systems (with over 12,000 day students) indicated that of 338 districts having an adult program, only 41.1 per cent employed a full-time director. Twelve per cent of the 386 districts responding to the questionnaire did not have an adult program.[6]

Thomas and Griffith studied forty school systems in ten states. They found a good deal of diversity in the provision of public school adult education from state to state, with some states spending several million dollars in support of adult programs, other states allocating no money whatsoever for adult education, except vocational adult education.[7] They asserted that even though adult education programs are found in all states, there is no evidence of a widespread commitment to the provision of learning activities for adults on a basis comparable to that for children and adolescents.[8]

Nevertheless, it is clear that the public school is one of the major institutions offering education for adults. A recent survey by the National Center for Educational Statistics shows that 27.7 per cent of people engaged in adult education receive that education from public or private schools. Another 25.2 per cent receive that education from colleges and universities, and 27.5 per cent from job training programs.

There are a number of specific issues concerning the form a public school adult education program should take. Crossland discusses whether the classes should be concentrated in one central location, thus achieving economy in materials and usage of staff, or de-centralized, thus making it easier for students to attend. He concludes that a compromise is best, with a few adult centers placed around the city, thus assuring a large number of students at each center, yet avoiding the stigma which adults may feel in attending a neighborhood elementary school.[10]

An article by Cartwright and Dorland, and two manuals for adult school administrators, one written by the National Association for Public School Adult Education, the other by the Canadian Association for Adult Education, deal with the topics of control, financin and course offerings. All three agree that the local board of education should retain control of the program, that the financing of the program should be from public funds rather than from student tuition, and that program offerings should cover a wide range of courses.[11]

Mann defines seven periods in the development of public school adult education. The first, which lasted from 1823 to 1840, was marked by a few adults attending schools for youth. The next period, lasting until 1900, was marked by increasing recognition by legislatures that adults should have educational opportunities. Permissive legislation for evening adult schools was passed. The third period, until 1920, saw the belief that some adults need to learn for the good of society. Americanization and vocational education classes were begun. The fourth period was marked by increasing demand for adult education, and the extension of categories of need. This lasted until 1934. The depression and the war marked the fifth period, and resulted in a reduction of adult education services until 1945. The sixth period, which lasted until 1960, saw increased recognition that continuing education is a necessary part of adult life. State and local aid increased. A broad philosophy of adult education emerged, training programs for leaders and teachers developed, and dynamic professional organizations were formed. The seventh period began in 1960 with a critical examination of the objectives of public school adult education. More attention was given to the financial base and to the sharing of costs by all levels of government.[12]

Writers in the field of Community Education see adult education as an integral part of a community school, though they have ulterior motives for doing so. Minzey and Letarte draw a clear distinction between adult education per se and community education. Adult education, they claim, sees the improvement of the individual as the ultimate goal. Community education, on the other hand, regards adult education programs as a means by which individuals will become more involved in the betterment of the community.[13]

Totten defines the aims of community education even more narrowly. "We are striving ultimately to equip a generation of people with competencies adequate for solving their own problems. While it is important to aid out-of-school youth and adults with their learning needs, *it is even more important to enrich and make more meaningful and useful the learning experiences of children and youth in school grades K through 12 or 14*" (emphasis added).[14]

The place of adult basic education in public school adult education has varied over the years. Literacy education was the primary function of the adult evening schools in the 1800's.[15] Literacy education was soon overshadowed by the other types of courses offered in public school adult programs. In 1952 the National Education Association found that "illiterate seeking basic skills" and "foreign born, working on Americanization," comprised only 2.0 per cent and 7.5 per cent, respectively of the total number of public school adult students.[16]

Johnstone and Rivera found that adult basic education still constituted only a small portion of adult education courses in 1963. Elementary reading and writing was lumped into a residual category along with English as a second language, charm, etiquette, and personality courses.[17] The entire category accounted for only about one per cent of all adult education courses. Johnstone's sample was not limited to public school adult education, so no comparison should be made between his figure of one per cent and the NEA figures of 1952.[18]

Johnstone and Rivera found that the public schools played a major role only in the areas of home and family life adult educatio accounting for over twenty per cent of all courses in their categories.[19]

Unfortunately no figures comparable to those of the NEA study or of the Johnstone and Rivera study are available for years after federal legislation placed renewed importance on remedial and basic education. It is likely, however, that ABE now constitutes a larger portion of public school adult education.

NOTES

1. Mann, George C. "The Development of Public School Adult Education." Public School Adult Education: A Guide for Administrators. Revised Edition. (Washington: National Association of Public School Adult Educators, 1963). pp. 1-2.

2. Ibid., p. 3.

3. National Education Association. Division of Adult Education Service. A Study of Urban Public School Adult Education Programs of the United States. (Washington, D.C.: National Education Association, (1952) p. 3.

4. Richard W. Cortwright and James R. Dorland. "In 1-2-3 Order: How to Set up an Adult Education Program." American School Board Journal, CLVI (February, 1969), p. 22.

5. Orin B. Graff and Gunson Edwards. "Trends in Public School Adult Education." Adult Education, IX (Autumn, 1958), p. 9.

6. James M. Dorland and Gaye M. Baber (comps.), Public School Adult Education Program Study (Washington, D.C.: National Association for Public School Adult Education, 1967), p. 11.

7. J. Alan Thomas and William S. Griffith. Adult and Continuing Education. (Chicago: Midwest Administration Center, 1970), p. 202.

8. Ibid., pp. 15-16.

9. U.S. Department of Health, Education, and Welfare. National Center for Educational Statistics. Participation in Adult Education 1969. Initial Report. (Washington, D.C.: Government Printing Office, 1971). p. 19.

10. R. J. Crossland. "Two or More 'Nudges' for Adult Basic Education." Michigan Education Journal, XLIV (September, 1966), p. 19.

11. Cortwright and Dorland "In 1-2-3 Order."; Robert A. Luke and Virginia B. Warren, eds. It Can Be Done: Practical Suggestions for Building an Adult Education Program that has Impact. (Washington, D.C.: National Association for Public School Adult Education, 1964); Milton F. Pummell. How to Start An Adult Education Program, Suggestions for School Boards. (Toronto: Canadian Association for Adult Education, 1967).

12. Mann, "Public School Adult Education," pp. 16-17.

13. Jack D. Minzey and Clyde LeTarte. Community Education: From Program to Process (Midland, Michigan: Pendell, 1972), pp. 81-82.

14. W. Fred Totten, "Community Education: Some Basic Understandings," Mott Graduate Study Center, Flint, Michigan, pp. 5-6.

15. Mann, "Public School Adult Education," p. 2.

16. National Education Association. Division of Adult Education Service. *Urban Public School Adult Education Associations*, p. 16.

17. John W. C. Johnstone and Ramon J. Rivera, *Volunteers for Learning: A Study of the Educational Pursuits of American Adults* (Chicago: Aldine, 1965), p. 47.

18. *Ibid.*, p. 50.

19. *Ibid.*, pp. 63-67.

Community/Junior Colleges

When federal monies became available for adult education, and specifically for adult basic education, the community/junior colleges seemed likely institutions to deliver this service to adults. Indeed, in some states the community colleges did become the prime delivery system for adult education. In many other states they did not, primarily because they were not already actively involved in providing adult education.

Although adult education has been associated to some extent with junior colleges since their inception, widespread involvement in adult education by junior colleges is a fairly recent development. A 1948 study of adult education in junior colleges by Martorana received replies from 337 junior colleges, both public and private. Of these, 144 (42.7 per cent) had adult education programs.[1] When asked to report the year in which courses for adults had first been offered, 78 per cent reported dates later than 1935. Indeed, 24 per cent had first offered courses only since 1945.[2] Writing in 1950, Bogue devoted a chapter of his book on community colleges to adult education. He spoke of adult education as "a relatively new function assumed by the community college movement." His description of adult education programs seems quite similar to a description of such programs today: extension division programs, noncredit classes, and correspondence study.[3] In 1952, a survey by the National Education Association of Adult Education in the United States studied the catalogs of all 336 public junior colleges in the United States. They report that 76.6 per cent listed an adult education program of some sort. Many of these programs were new.[4]

It is often difficult to assess how much adult education is being conducted by community colleges because of confused terminology. Adult education functions are often buried within the broader "community service" functions of a college

There is little question among writers in the field of community colleges that adult education is a major part of community service. Harlacher, who advocates one of the broadest conceptions of community service, emphasized that adult education is only a part of community service, but still agreed that adult education is a major part of community service.[5]

Myron surveyed members of the National Council on Community Services in 1971. When asked to rank 24 key elements of a Community Service program, the members placed "cooperation with community agencies and groups," and "service to adults" at the top of the list.[6] Unfortunately, the term "service" was not defined in Myron's report. Quite probably, adult education is one aspect of service to adults, but there was no indication in Myran's survey whether adult education was the main aspect or only one aspect among many others.

A systematic definition of community service is found in a taxonomy prepared by Raines, which divided community service functions into three categories:

A. Self-development functions
    1. personal counseling
    2. educational extension
    3. educational expansion (institutes, tours, short courses)
    4. social outreach (education for the disadvantaged)

    5. cultural development (art fairs, community theater, etc.
    6. leisure-time activity (recreational activity)

B. Community development functions

    1. community analysis
    2. interagency cooperation
    3. advisory liaison
    4. public forum
    5. civic action
    6. staff consultation

C. Program development functions

(refers to development of the community service program rather than development of the college as a whole)

    1. public information
    2. professional development
    3. program management
    4. conference planning
    5. facility utilization
    6. program evaluation[7]

A number of functions listed by Raines clearly fall within the realm of adult education. Figures prepared by the National Council on Community Services provide a quantitative comparison of the various community service activities. Table III-3 shows these figures which were prepared for the 1972 yearbook of the National Council on Community Services. As the table shows, non-credit courses and evening classes make up a sizeable proportion of all community service activities.

Still, there is considerable confusion over the meanings of the terms community service, continuing education, community

TABLE III-3

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COMMUNITY SERVICE ACTIVITIES CONDUCTED BY COMMUNITY AND JUNIOR COLLEGES[8]

Rank	Type of Program, Activity or Service	Institutions Reporting (N=787)
1	Use of College Facilities	723
2	Non-credit Courses	706
3	Evening Program with wide range of credit classes	678
4	Concerts, Lectures, Films, Art Shows	633
5	Campus Tours	616
6	College-sponsored Workshops	590
7	Faculty Speakers Bureau	482
8	Off-Campus Extension Centers	453
9	Student Volunteer Programs	443
10	Classes conducted in plants, businesses and offices	416
11	Special Training Programs for the Unemployed and Underemployed	406
12	Outreach Counseling and Recruitment	397
13	Recreational Activities for Community	384
14	Community Counseling/Referral Services	357
15	Community Theater, Community Band, etc.	353
16	Community Forums and Public Debates	289
17	Community Research/Reporting	241
18	Educational Broadcasting, Press, etc.	220
19	Off-Campus Organized Tours	219
20	Off-Campus Community Services Centers	177
21	Weekend Program with wide range of credit classes	130
22	Day Care Centers	116
23	Museum, Planetarium, Aquarium	112

education, adult education, and public service. Some writers use one or more of these interchangeably, some writers have specific definitions for each. This is not an unusual situation in education, but it makes comparison among programs and arguments quite difficult if the terms are not defined.

The problem of definitions is even more acute in community colleges than it is in public schools. The public schools have little trouble distinguishing physically between children and adults. The community colleges, however, can distinguish between an adult enrolled full time in the regular day program and an adult enrolled in an "adult education program" only on the basis of legal definitions. Different states, even different colleges within the same state, have different conceptions of what this distinction is.

This problem was discussed by Bushnell in connection with vocational education. He noted that "definitions of what constitute vocational enrollments vary dramatically from state to state. Common criteria for determining who are the disadvantaged, adult, and part-time students are also lacking."[9] It is clear, however, that whatever definitions are used, vocational education in community colleges is providing education for a large number of adult students, and should be considered when discussing the role of community colleges in adult education.

Bushnell identified a number of barriers and constraints on the success of vocational education programs. A major constraint is the attitude of the liberal arts faculty towards vocational education. Students as well as faculty see the career program of community colleges as being different from the college parallel program. Many feel that the latter is the primary business of the college.[10]

Another often unrecognized form of adult education conducted by community colleges is the remedial or developmental program. These programs are not considered to be adult education by many community college personnel, and special funds for adult education are seldom used to finance developmental programs. As with vocational education, remedial courses are not actively supported by many community college teachers. Medsker and Tillery estimated that 30 to 50 per cent of students enter the open door colleges needing courses in basic skills. In spite of the high percentage of students who need remedial courses, only half the teachers in community colleges considered such courses essential to the college program. A study by Medsker showed that one-fifth of the teachers believed that such courses are actually inappropriate.[11]

Medsker and Tillery described some of the practices which hamper the success of developmental programs. Students in remedial courses are graded competitively and against the standards of non-remedial courses. Probation is seen by many students as a form of failure. Students are dismissed if their grades are not acceptable. Remedial courses often ignore issues of motivation and the individual nature of learning disabilities.[12]

Quantitative data on the amount of adult education being conducted by community colleges are extremely difficult to collect, which may explain why they are difficult to find in the literature. One would have to either accept individual colleges' definitions of adult education, which would result in non-comparable data, or use a single definition of adult education and attempt to extract the relevant data from reports on community service, adult education vocational education, and remedial education programs. Apparently no one has felt up to this task.

NOTES

1. S. V. Martorana, "Status of Adult Education in Junior Colleges," Junior College Journal, XVIII (February, 1948), 323.

2. *Ibid*., p. 327.

3. Jesse P. Bogue, The Community College (New York: McGraw-Hill, 1950), pp. 230-235.

4. National Education Association. Division of Adult Education Service, A Study of Urban Public School Adult Education Programs (Washington, D.C.: National Education Association, 1952), p. 123.

5. Ervin L. Harlacher, The Community Dimension of the Community College (Englewood Cliffs, N.J.: Prentice-Hall, 1969), pp. 12-15.

6. Gunder A. Myron, Community Service Perceptions of the National Council on Community Services, Research and Report Series, Kellogg Community Services Leadership Program (East Lansing: Michigan State University, 1971), p. 13.

7. Quoted in Gunder A. Myran, Community Services in the Community College (Washington, D.C.: American Association of Junior Colleges, 1969), pp. 14-16.

8. National Council on Community Services, 1972 Yearbook: Directory and Program Guide of Community Services in Community and Junior Colleges (Washington, D.C.: National Council on Community Services), p. 8.

9. David S. Bushnell, Organizing for Change: New Priorities for Junior Colleges (New York: McGraw-Hill, 1973), p. 99.

10. *Ibid*., pp. 100-101.

11. Leland L. Medsker and Dale Tillery, Breaking the Access Barriers: A Profile of Two-Year Colleges (New York: McGraw-Hill, 1971), pp. 65-66.

12. *Ibid*., p. 67.

Mixed

The various states have developed different patterns of delivery systems for adult basic education. An unpublished report prepared for the Task Force on Adult and Continuing Education in Illinois describes how ten states have designated the responsibility for conducting foundation level adult education (through twelfth grade level) in ten states.[1]

Both California and Connecticut have legislation placing the responsibility in the public schools. In California the public schools in an area may relinquish this right to the community colleges in the area. In Connecticut the state director of adult education is attempting to establish voluntary coordination between the two institutions.

North Carolina makes the community colleges responsible for the education of adults through the junior college level.

Texas makes no provision whatever for elementary or secondary education of adults. Federal funds for adult basic education are channeled to the public schools unless they relinquish their claim to the funds.

Florida has legislation which permits either institution to conduct foundation level adult education, although administrative preferences and tradition tend to favor the public schools. Local coordinating councils, mandated by the state, decide which institution is to receive the state support. In 1972 the community colleges received three million dollars for foundation level adult education, while the public schools received twelve million dollars.

The remaining five states have not specified legislatively which institution should conduct the foundation level program.

Historically, elementary and secondary education has been the province of the public schools. This tradition has been maintained in New Jersey and Pennsylvania, though in the latter state "a couple of colleges" are providing secondary level education where the public schools have not. In New York, Michigan, and Illinois, the foundation level programs have tended to drift from the schools to the colleges because of a higher rate of state reimbursement in the colleges than in the schools. In New York and Illinois the two institutions are beginning to establish cooperative agreements. New York is providing state funds for a coordinating council.

The report inferred the following principles from the ten state survey:

1. The philosophy of the comprehensive community college requires that such colleges maintain the right to provide foundation level education for adult students. This right is recognized by each of the states.

2. For reasons of efficient utilization of public property, public school facilities should be used in adult education programs, regardless of which institution officially sponsors the program.

3. No state has found it desirable to prohibit either the public schools or the community colleges from offering adult programs, though in some cases state support for such programs is given to only one class of institution.

4. The assignment of responsibility without corresponding supportive financial arrangements has proven to be unsuccessful in stimulating the development of adult programs whenever it has been tried on a statewide scale.

5. Because of the diversity of local districts and of the educational institutions serving the districts, no standard statewide approach to organization is recommended. The legislative provision of a legally accountable local accounting group seems the best hope for the most efficient utilization of state funds.

6. An appeal mechanism at the state level should be provided to reduce the possibility of capricious or irresponsible decisions at the local level in matters of local planning and channeling of state support.[2]

There are, of course, institutions other than the public schools and community colleges which can and do sponsor ABE. Cook, in a history of adult literacy education in the United States, identified a number of different types of programs which developed during the 60's. Some were funded by federal monies, others received only state or local aid. Cook attributed the growth of these latter programs to the same general awareness of the need for literacy education which prompted the passage of federal legislation encouraging ABE programs. Included in Cook's list are programs conducted by various agencies: libraries, prisons, MDTA programs, and the army (Project 100,000). She also describes two cooperative projects, one between three counties in Florida and one for migrant workers which coordinated efforts by agencies in Colorado, Arizona, and California.[3]

The initial report of a 1969 study by the U.S. Department of Health, Education, and Welfare gives an indication of the relativ importance of various institutions in providing adult education. A nationwide survey in May 1969 by the Bureau of Census showed that

11 per cent of all adults (excluding full-time students) were participating in one or more adult education activities.[4] Of these, 27.7 per cent were attending the activity at a public or private school, 25.2 per cent at a college or university, 27.5 per cent in a job training program, and 13.4 per cent were in activities sponsored by community organizations.[5]

Somewhat lower figures were reported by Johnston and Rivera in 1965. They showed 21 per cent in public or private schools, 18 per cent at colleges or universities, and 22 per cent at churches or synagogues.[6]

A 1967 study conducted by the Xerox corporation surveyed 488 federally supported local ABE programs in ten states. Their sample included programs conducted through public schools and through community colleges; however, they make no comparisions between the two institutions. **Each** program was evaluated in terms of student characteristics; process variables such as recruitment and retention, teacher background, instructional methods and materials, and financial factors; and output variables such as increased literacy and employability, better attitudes towards education, and better citizenship. The findings of the study are reported in detail in the Evaluation section. Their overall findings constitute a description as well as an evaluation of the ABE program, however, and will be only briefly discussed here.

They conclude that ABE is a viable system, and is accomplishing important social goals to some extent. The participants in the program are generally better educated, older, and less poverty stricken than the framers of the act intended to reach. They recommend improved teacher training, improved materials, more emphasis on social as well as academic goals, and better ties with occupational training programs.[7]

One of the pivotal problems of the ABE program identified by the study is the failure of the program to develop an identity outside the formal school system. Instead, the typical ABE program imitates the public school in policy, organization, instruction methods and materials, even in its setting. Like children in the public schools, adults have little say in the ABE program.[8]

Figures contained in Adult Basic Education Program Statistics indicate that, at least in the area of target population priorities, ABE programs are changing in the direction recommended by Xerox. The age of enrollees has become progressively younger in the years from 1966 to 1970. In 1966, only 15 per cent of the enrollees were between eighteen and twenty-four. This figure was 26 per cent in 1970. In 1966, 59 per cent were over 34 years old; in 1970, only 47 per cent were over 34 years old.[9]

Unfortunately, statistics related to other recommendations made by Xerox are not included in Adult Basic Education Program Statistics. This lack is worth noting. De Sanctis points out a number of inadequacies in the data presented in this publication. He suggests that data on enrollment would be much more meaningful if data on average attendance, and on the size of the potential target population (as determined by recent census figures) were also included. Important terms such as programmed instruction and grade level are not defined.

The table in ABE Program Statistics identifying number of classes housed in different facilities lists only two categories:

"public school buildings," and "all other," with one third of all classes in the latter. The table identifying number of enrollees in programs at different institutions lists only three categories: "correctional," "hospital," and "other." Again, "other" represents a significant proportion of the enrollees, and is useless to the reader trying to discern the nature of ABE programs.[10] For the current study, a breakdown of institutions which distinguished between public schools and junior colleges would have been quite helpful. The tables in ABE Program Statistics also make no distinction between adult basic education courses offered by public schools in public schools and other locations, and courses offered by community colleges but held in public schools and other locations. Thus the figures for the provision of adult basic education are somewhat misleading or at least ambiguous.

There are other notable discrepancies in the literature on adult education delivery systems. While there are several studies of adult basic education programs on a global scale, such as the Xerox study, there are no detailed analyses of a single adult basic education program at a single institution. One can find a number of purely descriptive accounts of programs, or yearly reports of standard statistics on enrollment, attendance, and student characteristics. However, we were unable to find a published account of a study which described the input, process, and output variables for a single program as well as Xerox did on a molar level.

One aspect of delivery systems which has not been covered in this review is the state level organization responsible for adult education in the state. Such organizations vary in their nature, but they generally perform one or more of the following functions: setting policy for local programs, allocating funds among local programs, coordinating efforts of local programs, conducting research and initiating new programs. These state-level organizations will be discussed in detail in the sections on Governance and Articulation. It is clear that they are a major part of the delivery system in any state.

The literature on delivery systems indicates considerable uncertainty over the optimum system for providing adult basic education services. The public schools have traditionally provided adult basic education, and there is no evidence in the literature of any concerted attempt by public schools to rid themselves of this function. The growth of community colleges has raised the question, however, of which institution should accept prime responsibility for adult basic education. As can be seen from this review, this question is far from resolved. The issues behind this question are complex, involving philosophy, finance, efficiency, prestige, and politics. Some of these issues have been examined, at least superficially, in the literature reviewed here, but most have yet to be studied systematically and objectively.

NOTES

1. William S. Griffith and Phyllis M. Cunningham, "Experience of Selected States in Financing and Coordinating Publicly Supported Adult Education," (unpublished report presented to the Illinois Task Force on Adult and Continuing Education, Springfield, Illinois, 1973), pp. 4-9.

2. *Ibid.*

3. Wanda D. Cook, "A History of Adult Literacy Education in the United States." (Unpublished Ph.D. dissertation, Florida State University, 1971), pp. 181-198.

4. United States Department of Health, Education, and Welfare. National Center for Educational Statistics, *Participation in Adult Education 1969. Initial Report*. (Washington, D.C.: Government Printing Office, 1971), p. 11.

5. *Ibid.*, p. 19.

6. J. Alan Thomas and William S. Griffith, *Adult and Continuing Education* (Chicago: Midwest Administration Center, 1970), p. 6.

7. Xerox Corporation, Special Projects Section, *Federally Funded Adult Basic Education Programs* (New York: Xerox Corporation, 1967), pp. 19-40.

8. *Ibid.*, p. 227.

9. U. S. Department of Health, Education, and Welfare, *Adult Basic Education Program Statistics, Student and Staff Data, July 1, 1969 - June 30, 1970, and Summary of Years 1966-70*, by Nicholas A. Osso (Washington, D.C.: Government Printing Office, 1971), p. 18.

10. Vince de Sanctis, "ABE Statistics: What You See is What You Get, Maybe." *Adult Leadership*, XIX (April, 1971), 345-46.

Evaluation

Most educational evaluations are concerned with determining the extent to which educational objectives are attained, some with assessing the effectiveness of program planning and management. Boyle and Jahns refer to the former as "ends assessment" and the latter as "means assessment." They point out that

> . . . in assessing the educational objectives attained--the criteria or standards used in the judgmental process are found in the behavioral objectives formulated for the program . . . In assessing the . . . means utilized--the criteria or standards used in forming judgments are not inherent in the program but reside in what experts define as attributes of good instructional programs.[1]

Both means and ends are difficult to evaluate. As Rogin explains in connection with adult education in labor unions,

> The test of success is not solely what the student has learned, or even what attitudinal changes have occurred; rather it is what actions have resulted from the educational experience. This is not only difficult to measure, but also difficult to attribute to a specific educational cause.[2]

Sheats makes a similar observation,

> . . . how one measures the degree of attainment of specified objectives is easier to grasp than the more complex process of judging the relative worth and appropriateness in terms of cost, feasibility and so on, of any given adult education enterprise.[3]

Because of such difficulties and because educators want to justify their programs, they often

> . . . report educational effort (time and money used, materials distributed, instructional staff employed and so on), learning experiences provided (number of meetings held, type of text used), and participation (attendance or enrollment) as the bases on which the program is to be evaluated. These variables are important, but only to the extent they might explain the educational results attained.[4]

Perhaps that is why the concept of accountability is getting so much attention. The responsible leaders in government want to know just what is being produced in educational programs, how much it costs, of what benefit it is, and whether it can be made better or less costly. Cost-benefit analysis attempts to answer some of these questions.

Simply defined, cost-benefit analysis is a procedure for

1. Determining how much it costs to achieve stated objectives; and,
2. Comparing this cost with the value (benefits) of the results achieved.

Generally the costs and benefits are stated in monetary terms and are compared in several ways in order to determine whether a given program or any part of it is worth the cost and how it compares with other programs in efficiency.

At first consideration, a quantitative approach of this kind would seem to provide objective, clear, and definitive guidelines for making educational decisions. Unfortunately this is not so. Many kinds of data problems and methodological weaknesses raise doubts as to the validity of cost-benefit findings and their comparability across programs.[5]

In short, cost-benefit analysis "does not give any final answer as to whether a program is 'justified' or 'good.'"[6] There is no well-known case where educational program decisions were based primarily on the results of a cost-benefit analysis. In fact, says Barsby, "most researchers would not advocate altering the activities of a program or changing its priorities on the basis of a benefit-cost ratio alone."[7]

On the other hand, despite the uncertainties, cost-benefit analysis does offer some guidance regarding the economic efficiency of a training program. However, a program also has to be tested by other evaluative procedures to determine such factors as "the efficiency of its management structure, the skill or learning achievements of its participants, how it uses its facilities, the way it is viewed by present and past participants and by the community, whether it is achieving its goals . . ."[8]

Accordingly, the first part of this chapter considers cost-benefit procedures and presents some examples of how they have been applied in various situations. The second part of the chapter deals with other approaches to the evaluation of adult education and ABE programs, particularly with surveys by teams of professional adult educators.

In the final analysis, of course, the procedures all come down to value judgments as to how to allocate scarce resources. As Bowman put it, "Economics is a behavioral science and, at the same time, it is a branch of 'moral philosophy.' Systematic analysis of philosophical and ethical implications of the functioning of economic systems and of changes in those systems is quite as important a part of the economist's heritage as his more strictly behavioral or positive economics."[9]

Cost-Benefit Analysis

Since the purpose of cost-benefit analysis is to provide information upon which to base decisions, and since decisions are made at various levels, it is necessary to calculate the specific costs and benefits for the particular level involved.[10]

With respect to ABE programs, the levels involved are: (1) the participant; (2) the institution offering the program;

(3) the school district; (4) the state government; and (5) the federal government.

As pointed out by Thomas, however,

> None of these decision-making centers can be considered in isolation; there is a flow of influence in both directions. State governments, for example, are affected by decisions made at the national level . . . Local directors . . . operate within the framework of state law . . . Finally students must make their decisions within the framework of the "supply" of courses offered by the school district . . .
> To a considerable degree, influence also flows "upward." Directors of adult and continuing education are affected by the demand for programs, as expressed by potential students.[11]

It is important therefore to calculate cost-benefit data for each of these levels in order to understand what stake each will have in the program. In this connection, it is generally desirable also to analyze the costs and benefits to society as a whole; as shown later, these are not the same as those of the various governments.

Benefits and Costs

Tables III-4 and III-5 list the benefits and costs respectively for society, the individual, and the government. (The last listing is a composite list for the various governmental levels.)

The benefit listed first in Table III-4 is the increase in earnings due to the training. This increase is difficult to calculate, for full earnings data are often not available. Furthermore, the best determination of how much of the increase is due to the training requires comparison of the trainees' earnings gain after training with those of a matched control group which did not receive training. Since this kind of control group generally cannot be secured, a less desirable research design has to be used. Roomkin lists four different research designs which may be used to determine the earnings increase due to the training.

TABLE III-4

COMPONENTS OF BENEFIT CALCULATIONS OF A GIVEN ACTIVITY [12]

Benefits		
Society	Individual	Government
1. Increase in earnings of program participants (gross of taxes)	1. Increase in earnings (net of taxes)	1. Increase in taxe a. From particip b. From others
2. Increases in other income (gross of taxes) a. To pay fringe benefits b. Due to other resources becoming more productive c. Due to increasing the productivity of future generations as children become better educated (inter-generation effect) d. Due to previously unemployed workers taking jobs vacated by program participants (vacuum effect)	2. Additional fringe benefits due to increased income	2. Decrease in expe of a. Unemployment insurance b. Employment se c. Welfare progr d. Crime control
3. Reduction in administrative expenses of transfer payment programs a. Unemployment administration b. Employment service operation c. Welfare program administration		
4. Reduced costs to society due to bad citizenship a. Economic loss to others b. Crime control system		

Income Equivalency Design. This approach "assumes that grade levels of educational achievement, measured on standardized achievement tests, are reasonably equivalent to grade levels of formal educational attainment. Thus, trainee achievement gain can be translated into annual earnings associated with a specific change in educational attainment for a known population."[13] This is the

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least desirable design, for it depends on tenuous assumptions that trainees will succeed in the labor market in direct relation to their performance during training and that achievement is a proxy for attainment.

TABLE III-5

COMPONENTS OF COSTS CALCULATIONS OF A GIVEN ACTIVITY[12]

Costs		
Society	Individual	Government
1. Opportunity costs (gross of taxes)	1. Opportunity costs (net of taxes)	1. Costs of instruction and supplies (net of taxes)
2. Operating costs of training or education agency	2. Loss of transfer payments a. Welfare support b. Unemployment insurance c. Other subsidies	2. Capital costs
3. Capital expenses of training or education agency	3. Extra costs related to program participation a. Tuition b. Books, supplies, etc.	3. Additional administrative costs (net of taxes)
4. Induced reduction in income (gross of taxes) of workers displaced by program participants (displacement effect)		4. Additional subsidies paid during training

Before-and-After Design. "Trainees are studied after a reasonable time period and their posttraining status is compared to their pretraining status."[14] This design is deficient in that it does not take into consideration what would have happened to the trainees had they not participated in the program.

Quasi-Experimental Design. This design uses "a specific group of nontrainees, sometimes called a control or comparison group, to determine the level of trainee performance in the absence of remedial education."[15] This is faulty only in that the control group members were self-selected or came into the group by other non-random means. Thus, there may well be initial differences between the trainees and nontrainees which cannot be overcome by matching.

Experimental Design. "The control group contains individuals who are perfectly matched to the experimental or treatment group as a result of random assignment of people to both groups."[16] This arrangement is difficult to achieve; besides, the random "assignment of individuals to control or treatment groups . . . raises serious questions of equity in program administration.[17]

After one of these research designs has been used to determine the increase in earnings due to the training, the next step is to determine the lifetime gains due to the training. The question is, how long will this earnings advantage continue? Some researchers project the advantage to age 65; others project it for 5, 10, or 15 years. These differences introduce disturbing variations that can distort comparisons among various analyses of different training programs.

In any case, so far as the individual is concerned, the benefit consists of the increased earnings less the added taxes he has to pay on these added earnings multiplied by the number of years they will continue. He also receives added fringe benefits as a result of his increased earnings.

Government benefits from the training program consists of the added taxes paid not only by the trainees but also by others who gain added income as a result of the added merchandise and services the trainees are able to buy with their added earnings. The government also benefits through the reduction in its outlays of unemployment insurance, employment service, welfare programs, and crime control.

Society benefits from the total increase in the earnings of the program participants, including taxes. There is a question, however, as to how to treat the pay for the jobs the trainees left to get training and the pay for the jobs they got after training. If the jobs they left were filled by others, presumably unemployed, --a situation called "vacuum effect"--those earnings are added benefits for society. Similarly, if the jobs taken by the trainees were open, there was no cost to society. However, if the trainees replaced those already in the jobs--a situation called "displacement effect"--the earnings of those displaced were a cost to society.

Table III-5 which lists the costs, is arranged in the same way as Table III-4. The "opportunity costs" listed first consists of the earnings given up by the trainees in order to participate in the program. Of course, in actual cost-benefit analyses, many complications may arise. In an analysis of an ABE program, for example, a woman who is a housewife, has not worked nor intends to work for pay, poses a problem in calculating earnings foregone or gained beyond the scope of this review.

Item 4 is listed as a societal cost on the assumption that the trainees will displace other workers in their jobs and that their income will be lost to society. If it is assumed, however, that the jobs the trainees take were unfilled--the vacuum effect--item 4 would be eliminated as a cost.

Private costs can be negative as well as positive--that is, they can turn out to be benefits. For example, stipends or training allowances are sometimes significantly larger than the foregone earnings of some trainees. As a result, the income of these trainees is appreciably increased while they are in training. This may even be the chief reason for their participation in the training program.

Comparing Benefits and Costs

Three methods are commonly used to compare benefits and costs: (1) present value of net benefits, (2) rate of return, and (3) benefit-cost ratios. For all three comparisions, costs and benefits, which accrue over a number of years, have to be adjusted so that they are all compared as of the same time. Usually this is the time at which the training is completed; it is referred to as the "present."

To find the present value, the stream of future benefits is discounted to the present; interest to the present is added to the past costs. Here, again, there are wide differences in practice--some researchers use a discount and interest rate as low as 3 1/4%, some as high as 15%; most use rates between 5% and 10%.

The present value of net benefits is calculated by subtracting the present value of the costs from the present value of the benefits. This gives a dollar figure--the present value of the gain due to the training. The benefit-cost ratio is calculated by dividing the present value of the benefits by the present value of the costs. A benefit-cost ratio of 1 indicates a break-even operation. Benefit-cost ratios over 1 indicate profitable operations; those under 1, unprofitable operations.

The *rate of return* is calculated by finding the rate of interest which equalizes the present values of benefits and costs. This eliminates the need to select a discount and interest rate arbitrarily.

Cost-Benefit Findings

Most cost-benefit studies in adult education have analyzed "1) programs which lend themselves to achieving economic outputs, and 2) programs which are closely associated with industry."[19] Only a handful of cost-benefit studies have dealt with programs of general adult education or adult basic education.

One limitation in most of these latter studies is their small scale. Almost all focus on a limited number of projects with relatively small samplings of trainees. Although small-scale evaluations can be valuable, Roomkin believes that large-scale studies are also needed to "encompass programs selected to represent different geographic regions and varying approaches."[20]

To illustrate various types of cost-benefit investigations which have been conducted and the various techniques used, this section describes an analysis of a national educational problem, a study of the value of higher education in California, a thoroughgoing cost-benefit analysis of a variety of retraining courses, and an evaluation of an ABE program. The findings of a survey of cost-benefit analyses of manpower programs are also reviewed.

The National Costs of Inadequate Education. Levin's study, primarily a statistical analysis of U.S. Census data, estimates the economic effects of the failure of males 25-34 years old to complete high school. In 1969, about 11,800,000 were in this category. Levin estimates that if government policy had required this cohort to complete high school, about 2,200,000 of them would have completed high school and about 1,000,000 more would have had some college training. Estimating their probable income gain on the basis of U.S. Census income data by educational attainment, region, sex, and race, then discounting by 25% for the portion of the increase due to ability and ambition rather than added education, Levin concluded that those who would have gone on to high school completion would have earned an added $157.5 billion over their lifetime and those who would have gone on to college would have earned an added $79.5 billion, resulting in benefits for the individual (in the form of increased income, minus taxes), for government (the taxes), and for society as a whole (the total income). He estimated that state and local governments would have collected about $24 billion and the federal government about $47 billion in taxes on this added income.

Levin estimated that it would have cost about $40 billion to have provided the added education. Subtracting this from the estimated $71 billion in added taxes, the government would have been reduced by about $3 billion annually and the cost of crime by about the same amount. Society would have gained about $237 in added national income and other benefits such as greater political participation and improved health.[21]

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The Value of a College Education. Hansen and Weisbrod made this cost-benefit analysis of college education as of 1965. They used California cost data: for students --tuition and fees, books and supplies, foregone earnings, and extra room, board, and transportation costs due to college attendance; and for the government--per student instructional and capital costs minus tuition and fees. They calculated costs separately for university, state college, and junior college attendance. They used U.S. Census data for the median incomes of high school graduates, college graduates, and those with some college.

They found the present value of the net benefits to be: to the college graduate, $20,900; to the state and local governments, $1,000; and to the federal government, $3,800. However, because of the state and local college subsidies, these governments suffered a net loss in all but the cheapest option--two years in a junior college and two years in a state college. The federal government, with higher tax rates, was the only government to gain.[22]

A Cost-Benefit Analysis of Retraining Courses. Hardin and Borus made a four-year investigation of a wide range of retraining courses, assembling cost and benefit data for a cross-section of trainees and non-trainees in various occupationally oriented training courses. The non-trainees--applicants who had been accepted for the same courses as the trainees but did not enroll--constituted the control group. The 503 trainees and 281 non-trainees in the sample came from 49 classes in 40 different training courses which ranged in length from 2 to 52 weeks. For each member of the sample, the data covered a year before the training, the training period, and a year afterwards. For each course, the year after earnings of those who had been accepted for enrollment in that course but chose not to enroll were subtracted from the year-after earnings of those who enrolled in that course. The difference were considered attributable to the training.

Trainee benefits equalled the earnings increase due to the training less the taxes on that increase and less the reduction in unemployment benefits. Trainee costs equalled training expenses plus earnings lost during training minus their tax reduction and transfer payments increase during training. On this basis, the average net present value of the training was $889 and the internal rate of return about 97%! However, when costs and benefits were analyzed according to the duration of the training (Table III-6) it was found that the longer the course, the less profitable it was for the trainee.[23]

TABLE III-6

NET PRESENT VALUES AND BENEFIT-COST[24] RATIOS BY COURSE LENGTH

Course Length (hours)	Net Present Value	Benefit-Cost Ratio
60- 200	$4,623	17.34
201- 600	- $380	- 0.03
601-1200	-$1,171	- 0.34
1201-1920	-$1,094	- 0.25

Governmental benefit-cost ratios showed the same kind of discrepancies. The short courses were very profitable and the long courses very unprofitable. Hardin and Borus could not explain the consistent inverse relationship between profitability and duration of training. They suggested that one cause might be limitation of the study to the period of only one year after training.[25]

An ABE Study. Roomkin's study of the costs and benefits of ABE is one of the few to analyze the labor market performance of ABE enrollees. He used a sample of 87 out of 173 trainees and a control group of 82 out of 150 comparable non-trainees. He found the gain (before tax benefit) of the ABE training to be $318 per year for males, $12 for females, and the average $154.[26]

In the trainee group, 55% of the females and 45% of the males took vocational courses also, while in the control group, 30% of the females and 20% of the males took vocational courses. Vocational training resulted in a 28¢ per hour gain for the females (about 5 times their gain after ABE training) and a loss of 29¢ per hour for males. This latter figure comprised a gain of 23¢ per hour for males in the control group and a loss of 51¢ per hour for males who took ABE training.

It was emphasized that this study must be viewed with caution, for it was based on a number of unproved assumptions; nevertheless, the educational achievement was clearly very modest and the earnings gain marginal. In general, Roomkin believes that ABE may be a less effective manpower policy than specific occupational training programs. It is in this connection that Somers and Stromsdorfer point out that

> Short-term basic education programs, unless closely integrated with other manpower skill training, preferably on-the-job, are not likely to raise achievement levels or employer desires sufficiently to improve the enrollees' economic welfare.[27]

A Survey of Cost-Benefit Analyses. In Cost-Benefit Analysis and Manpower Programs, Barsby discusses the procedures of cost-benefit analysis in detail, reviews and analyzes a wide variety of cost-benefit and related studies on vocational education in secondary and post-secondary schools, institutional out-of-school retraining under state and federal legislation, and other manpower programs. In general he finds that "data from the majority of cost-benefit studies . . . suggest that social benefits of programs examined exceeded social costs."[28]

In a number of cases Barsby adjusted the methodologies of different studies in related fields, compared the results, and arrived at some tentative conclusions. He reports, for example:[29]

> Four cost-benefit studies of vocational education at the secondary level, and two of vocational education at the post-secondary level, were examined and their methodologies adjusted to make their results as comparable as possible. Utilizing a time horizon of thirty years and a 5 percent discount rate, social benefit-cost ratios ranged from 1.5 to 27.1 . . . Benefit-cost ratios of vocational education in high schools exceed those for vocational education in post-high school institutions.

Summarizing the benefit-cost ratios determined in more than twenty studies of various manpower programs, Barsby ranks the programs according to the magnitude of their benefit-cost ratios: (The numbers in parentheses give the range of benefit-cost ratios for the programs.)

1. Vocational rehabilitation (9-25)
2. Vocational education in vocational-technical high schools (10.1)
3. Programs utilizing OJT (5.0)
4. Out-of-school institutional retraining (4.7)
5. Post-high school vocational education (1.5-4.2)
6. Job Corps (1.5)
7. Drop-out prevention programs (0.6)[30]

Limitations of Cost-Benefit Studies

Cost-benefit studies face difficult data problems such as securing sufficient and accurate data, finding an appropriate control group, allocating costs, and calculating how much income trainees gain over the long-run. Moreover, for reliable findings, a long follow-up period is needed. The four-year study of retraining courses by Hardin and Borus, discussed above, gathered data on the trainees for a year before the training period, during the training period, and for a year after the training period. Still, Hardin and Borus considered some of the discrepancies in the findings as the possible result of ending the follow-up after only a year. Since most programs can afford neither the time nor the resources for the comprehensive data gathering required, most cost-benefit studies have to be limited in scope and complemented by other evaluative measures.

Evaluative Surveys

Evaluative surveys are made for various purposes and in various ways. Some attempt to determine how well and in what ways the stated objectives of the program are being met so that weaknesses can be identified and corrected. Others measure cognitive gains and try to correlate them with student and teacher characteristics for guidance in future recruitment. Some document educational efforts and accomplishments to justify the program to legislators and voters. Others are made to meet a legal requirement or to gain accreditation. Often, evaluations are made to achieve parts or all of these purposes.

The methodology used is equally varied. Some surveys tabulate and analyze applicable records of the program being studied. Others prepare questionnaires to be filled out by administrators, supervisors, teachers, and students. Still others rely on interviews. Some administer standardized tests to measure achievement, while others depend on teachers' evaluations of student progress. Growth in enrollment, facilities, staff, or number of courses conducted is often taken as evidence of success. So is a high completion rate or a low drop-out rate.

This section examines evaluations of one local ABE program, seventeen state programs and two studies of ABE on a national scale. Most of the state evaluations were made in response to a 1967 directive of the Office of Education.

Purposes of Surveys

Evaluations of state adult education and adult basic education programs listed a variety of purposes for their actions. Some mentioned the fact that evaluation of their ABE program by an outside agency is a U.S.O.E. requirement. The Massachusetts evaluation described its purposes as "an attempt to ascertain the degree to which current local and state operations are meeting the needs of people eligible for Adult Basic Education opportunities."[31]

The evaluative objectives of Evaluation of an Adult Basic Education Program in a Southern Rural Community were:

> a) Determining success of the program via such criteria as grade level change, student dropout, teacher perception, and student perception; and
>
> b) Determining relationships between program success and selected characteristics of both students and instructional staff.[32]

Hawaii's Adult Basic Education Evaluation stated that its primary purpose

> . . . is to describe in narrative as well as statistical form the Hawaii Department of Education's Adult Basic Education (ABE) Program, to pinpoint weaknesses and strengths in that program,

and to provide practical recommendations for the improvement of its services.[33]

In New Hampshire, the ABE Survey Team from NAPSAE saw its purpose as:

1. To provide ABE directors, teachers, and counselors with benchmarks about ABE in New Hampshire.
2. To provide information about ABE to communities without ABE so that these communities might begin their own ABE programs in cooperation with state and national agencies.
3. To provide information to non-ABE personnel so that their support might be gained for ABE.[34]

Methodology

Most of the surveys gathered data from students, teachers, and state and local administrators through interviews and questionnaires. The evaluators also made field visits, observed classes and examined records. A few used other methods as well. The New Hampshire survey team, for example, made extensive contacts with community leaders, educators, agency officials, and other citizens throughout the state.[35] The Massachusetts evaluators interviewed directors and other agency personnel of MDTA, WIN, DES, and CAMPS.[36] Both surveys thus secured data on the relationships between the ABE program and the community or other agencies, and contributed to awareness of the ABE program in the community and the other agencies as well.

Some studies used fairly simple statistical techniques, others used very sophisticated statistics. The Massachusetts study used multiple regression techniques to analyze questionnaire responses.[37] The Tennessee study collected data from annual reports, converted the data to cards and magnetic tape, then compiled the data in 226 tables presenting such information as number of students and teachers, classified by various characteristics such as age, race, sex, amount of training, and years of experience.[38] There seemed to be no relationship, however, between the sophistication of statistical analysis and the type or merit of the conclusions reached by the evaluators.

Measures of Effectiveness

In any attempt to determine program effectiveness, a key question is, What are the objectives of the program? Another is, What are the criteria for determining how well these objectives are being met? Of the eighteen evaluative surveys reviewed, fifteen stated the objectives of the programs they evaluated and/or those of the participants. Six spelled out the criteria for judging the success of the programs. In the others, objectives and criteria were only implied by the kinds of data sought and analyzed in the surveys. As shown in Table III-6 these data included target population, enrollment, completions, drop-out rates, cognitive gain, and participant satisfaction. The treatment of each of these in the various surveys is discussed in the following paragraphs.

Program Objectives. The overall objectives of the Adult Education Act are:

> . . . to expand educational opportunity and encourage the establishment of programs of adult public education that will enable all adults to continue their education to at least the level of completion of secondary school and make available the means to secure training that will enable them to become more employable, productive, and responsible citizens.[39]

The Adult Education Act spells out the objectives further in its definition of adult basic education:

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TABLE III-7

MEASURES OF PROGRAM EFFECTIVENESS CONSIDERED IN EVALUATIVE SURVEYS OF ABE

Program Surveyed	Program Objectives	Participant Objectives	Criteria Spelled Out	Target Population	Enrollment	Completion	Drop-Out Rate	Cognitive Gains	Participant Satis-faction
Ariz.				X					
Ark.	X			X	X	X	X	X	X
Hawaii	X	X			X		X	X	X
Ky.	X	X	X	X		X	X	X	X
Maine				X	X	X			
Mass.	X	X						X	
Mich.	X			X	X		X		
Minn.	X	X		X	X	X	X	X	
Miss.	X			X	X		X		X
Mo.	X	X		X	X	X	X	X	X
N. Hamp.									X
N.Y.					X	X	X		
N. Car.	X	X	X	X	X	X	X	X	X
S. Car.	X				X				
S. Dak.	X			X	X			X	
Tenn.	X			X	X				X
Va.	X		X	X	X	X		X	X
S.R.C.*				X	X		X	X	X

*Southern Rural Community

An x in a space means only that the indicated measure was considered in the indicated evaluative survey; it does not signify anything about the coverage. In the Michigan survey, for example, the drop-out rate is listed as an approximate percentage on the line of a table. In the Kentucky survey, three pages were devoted to the data and reasons for drop-out. In the table above, both Michigan and Kentucky have an x in the drop-out column.

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> The term "adult basic education" means education for adults whose inability to speak, read, or write the English language constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability, which is designed to help eliminate such inability and raise the level of education of such individuals with a view of making them less likely to become dependent on others, to improving their ability to benefit from occupational training and otherwise increasing their opportunities for more productive and profitable employment, and to making them better able to meet their adult responsibilities.

The individual states generally rephrase these objectives when they establish state objectives. For instance, Missouri stated its objectives as follows:

> Adult Basic Education instruction is designed to teach persons 18 years of age and older to read and write English and to substantially raise their educational level. It is designed to make them less likely to become dependent on others, improve their ability to benefit from occupational and homemaking training, increase their opportunities for more productive and profitable employment and make them better able to meet their adult responsibilities.[41]

The evaluators of the Missouri program pointed out that it is practically impossible to assess the effectiveness of the program in meeting general objectives like these.[42] Other researchers apparently did not share the Missouri team's feeling, for only six studies reviewed for this section specified more detailed objectives for determining the effectiveness of their program. The survey of Minnesota, for example, used the following behavioral objectives for Level I (non-reader through grade 3); which were developed by the ABE program:

> Reading
> The student should be able:
> 1. to recognize at sight 1300-1600 words.
> 2. to understand the fundamentals of word recognition.
> 3. to be able to read and understand simple signs, simple sentences and simple paragraphs

Writing

1. to write legibly.
2. to write his name, address, and a simple paragraph with few spelling errors.
3. to fill in a W-2 form, an application blank, and a change of address form.

Comparable objectives were listed for speaking, listening, arithmetic, and general knowledge at level I and higher levels.[43] There is some question about the use of rigidly defined behavioral objectives such as those used by the Minnesota program.

In Hawaii, for example, where similarly specific behavioral objectives have been developed for each grade within the three levels of the ABE program, the evaluators warned of the danger that teachers might "teach their students specifically toward the end of achieving these particular objectives, thus narrowing considerably the appropriate experiences of the students."[44] While this is certainly a danger if the program adopts behavioral definitions of objectives, any evaluation of the program must define quite specifically what is to be considered success if it is to come to any valid conclusions.

Participant Objectives. An important element in assessing the success of an ABE program is the degree to which it helps participants attain their own particular goals. Six of the eighteen sample surveys included information on the objectives of the participants in ABE programs. The Hawaii, Kentucky, Minnesota, and North Carolina surveys secured this information by open-ended questions to participants; the Massachusetts survey took the opinions of ABE teachers and counselors; and the Missouri survey asked ABE directors for their opinions. The findings are summarized in Table III-8.

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TABLE III-8

PARTICIPANT OBJECTIVES AS RANKED IN[45] EVALUATIVE SURVEYS OF ABE*

	Participant Objectives							
Program Surveyed	Self Improvement	Better Job	Learn	Get Job	H.S. Grad or GED	Help Children	Meet People - Place to go	Citizenship Related
Hawaii		2	1	2			3	4
Ky.	2	3	4		1	5		
Mass.	1	3	2	4		5		6
Minn.		2	1	3		4	5	
Mo.	2	1	4	6	3	5		
No. Car.	1	2	3	4	5	6	7	

* Numbers in the table refer to the position in the ranking assigned to each objective by the participants.

Criteria. Only three of the eighteen evaluative surveys in the sample listed criteria for evaluation: Kentucky, North Carolina, and Virginia. Most of these criteria are not objective guidelines but general statements of desirable practices--for example, criterion (g) in the Kentucky listing:

> Utilization of college work-study personnel, Volunteers in Service of America, and other non-professionals in appropriate positions[46]

The North Carolina survey listed 29 criteria for the state level and 63 for the local level, based on directives from the U.S. Office of Education, other state studies, and the experience of the evaluators. The following are examples of local level criteria for evaluating instructional materials:

42. Instructional materials utilized are adult-toned in terms of appearance, content, and subject presentation.
43. A variety of instructional materials are utilized, including both commercial, teacher-made, and student contributions.
44. Optimal use is made of instructional materials within the bounds of physical, environmental, and psychological conditions.[47]

It is difficult to see how the few criteria listed in the other two evaluative surveys (ten in Kentucky and fifteen in Virginia) can constitute effective guides to evaluation. Particularly puzzling is Kentucky's devoting three of its ten criteria to the target population and only one to quality of instruction.[48]

Target Population. The target population for ABE consists of adults who have not completed the eighth grade. Some count all persons aged 25 and older, others all those 18 and over. In the surveys reviewed, the ratio of those enrolled in ABE to those in the target population ranged from 0.5 per cent (Missouri) to 2.8 per cent (North Carolina), with most between one per cent and two per cent. With such low percentages of the target population enrolled and with the drop-out rate greater than the completion rate, progress is limited.

Enrollment. Different ways of determining how many are enrolled in an ABE program compound the difficulties of making interstate enrollment comparisions. Year-to-year comparisons in a given state, however, are more likely to be correct. In the sample evaluative surveys, ABE state enrollment totals, where given, showed increases from year to year in all but two states--North Carolina and Tennessee, both of which experienced a drop in enrollment in 1968. The North Carolina study had no comment on the decrease. The Tennessee report explained it in terms of a decrease in funds.

The Kentucky evaluation broke the enrollment figures down in terms of academic level (Level I, Level II, and Level III).[49] It is surprising that more studies did not do this. It is also surprising that more of the studies did not compare the racial, ethnic, and educational breakdown of the enrollment figures with those of the target population, to identify parts of the target population not being reached by the program.

Completion and Drop-Out Rate

Eight studies provided data on completions, drop-outs, or both. Percentage of students completing Level III (eighth grade) ranged from 4.8 per cent in New York to 31.2 per cent in Minnesota.[50] However, no standard norms were established as criteria for completion, nor was the base enrollment out of which the completers came known. The percentage of completion was calculated using the enrollment when the completions took place, and does not predict how many of a given number who enroll are likely to complete Level III. In addition, no information was given on how long the completers stayed in the program.

Drop-out rates ranged from 25.2 per cent in Arkansas to 49.1 per cent in North Carolina. Five studies attempted to ascertain the reason for dropping out. The most common reasons given were a) job related, b) not interested in ABE, c) moved, d) health, e) no transportation, f) outside or family responsibilities, g) entered a training program.[51]

Cognitive Gain. The evaluative surveys had little to report on cognitive gains achieved in specific periods of time. Only three reported estimates based on actual data:

TABLE III-9

COGNITIVE GAIN OF ABE PARTICIPANTS[52]

Program Surveyed	Instructional Hours to Complete			Basis of Estimate
	Level I	Level II	Level III	
Minnesota	150	125	100	Average
Missouri	208	200	170	Median
South Dakota		180		Median

Other surveys estimated between 40 to 150 hours of instruction to gain one grade level. All in all, however, the evaluative reports provided few objective records of cognitive gain that could serve as reliable measures of success of ABE programs.

Participant Satisfaction. Responding to questionnaires and interviews, ABE participants indicated satisfaction with their educational gains and behavior changes resulting from their ABE participation. The wording varied from report to report but the sources of satisfaction were relatively consistent. Those most frequently listed in the surveys which reported their findings include: raised educational level, improved self-image, greater self-reliance, job gains, increased participation in community organizations, good influence on family, and better health habits.[53] These sound much like the program objectives listed before, probably because a number of the questionnaires and the interviewers' questions were so worded. Furthermore, as the North Carolina survey stated, "it is difficult to prove that a direct causal relationship exists between participation in ABE and the behavioral change . . ."[54] Nevertheless, the fact that some of the participants believe that the ABE program produced such benefits serves to enhance the program and helps atract more participants.

Evaluation of Instruction. How well a program meets its objectives and those of its participants depends largely on the teachers and teacher aides, the curriculum, and the methods and materials of instruction. Since measures of effectiveness are difficult to use, much program evaluation consisted of an appraisal of the instructional staff and its operations.

A number of measures were used to appraise the instructional staff. Eight of the eighteen studies collected data on the education, experience, and/or certification of the ABE teachers. They found, generally, that the teachers had considerable academic training and teaching experience, but little or no ABE teaching experience or training. Most of the teachers considered elementary and secondary teaching their principal job, and ABE teaching as only a part-time job. Other aspects of the instructional staff discussed by evaluators include professional orientation, length of residence in the community, student-teacher ratio, and utilization of teacher aides.

Only one of the studies attempts to relate these factors to the success of the program by considering the factors as independent variables and program success as the dependent variable. The study of a southern rural community ranked ABE centers by mean gain scores. The results are somewhat surprising. They found that teachers in the three highest centers were more likely to be employed full-time in the program, but were also less likely to have had experience teaching adults, less likely to have committed themselves to a career in adult education, and less likely to have education beyond the bachelor's degree than teachers in the three lowest centers.[55]

The surveys also dealt with other aspects of the instructional process. They found that in-service training was (a) not available to many of the teachers,[56] (b) not attended by many teachers,[57] or (c) not effective.[58] Effectiveness was judged, however, only on the basis of ratings by the ABE teachers.

Instructional materials were considered inadequate in most of the studies which included them in the evaluation. None of the studies used specific criteria, such as readability ratings, or other objective measures, to judge the instructional materials.[59]

Four studies attempted to determine the relative frequency of the use of various teaching techniques. Three of the studies collected data from two different sources (students and instructors in one case, instructors and principals in another, instructors and observations by the survey team in the third case). The reports from the two sources differ in each case,[60] indicating the reliability of the sources was quite low.

Nine studies made recommendations about curriculum for the ABE program.[61] Some based their recommendations on curriculum defects they found in the program they were evaluating, such as the North Carolina evaluators who found that their program had "a book oriented approach to learning experiences. . . the curriculum concept should be sufficiently broadened to include learning experiences through which the learner comes to see some connection between the purely academic and his own personal situation."[62] However, the report presented no evidence that such an approach would facilitate the learning of the ABE students more than the "book oriented" approach they observed. This was the rule rather than the exception in the reports reviewed here. Recommendations were generally based on opinion rather than on observed differences in the data.

Other studies made recommendations, such as extending the program to high school level, or giving priority to one level or another, based primarily on political, social, economic, or other factors outside the ABE program.

Administrative Variables. Student personnel services were examined by ten of the studies. Such services are generally considered the function of counselors. The reports reviewed here identified three functions of the counselors: placement (both within the ABE program and in a job or training program after the ABE), follow up (to bring back dropouts and/or to evaluate the success of students who had completed the program), and recruiting. These functions, particularly the third, are often shared with other personnel in the program. The ten reports only show whether a function is present or absent in a particular program, and the way it is being carried out, if present. No attempt was made by any of the studies to ascertain the effect of a particular function on other aspects of the program.

All eighteen reports included a discussion on some aspect of the administration of the program. Both the North Carolina evaluation and the Arizona evaluation examined the organizational status of the state ABE program as a whole and found quite different situations in their respective states. The North Carolina evaluators found that

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> With state ABE program responsibility housed within a division level, and with its high priority reflected in the extensive time devoted to the program by the Division Director, the ABE program appears to be given its rightful share of emphasis from an organizational and administrative standpoint.[63]

The Arizona evaluators concluded that

> . . . the ABE program does not enjoy a status equal to that enjoyed by the regular school program. In some cases it is not even held on a par with the regular adult programs. Not infrequently, the ABE program is relegated to a separate and temporary status within the organizational structure of the local school system. This situation is not necessarily the result of local arbitrary judgment by the local administration but can often be attributed to the inconsistency of federal funding.[64]

Regardless of the status of the program, all eighteen reports had some suggestions for improved administration of the program. One of the most common suggestions was for close cooperation with other agencies and with the community. Various ways of initiating and following up contacts were suggested. None of the reports, however, cited examples of specific benefits gained as a result of coordination. Intuitively, most people feel there is a value in coordination, that it can develop support, avoid duplication, and reduce costs. It is unfortunate that so few studies document examples of such benefits.

Another aspect of administration dealt with in the reports is funding of the program. Several studies found that federal ABE funds had helped all adult education efforts in the state. The study of South Carolina reports:

> In South Carolina, as elsewhere, it has been the impetus from ABE which has stimulated the development of the whole range of educational programs for adults. This is due to several factors. Since its inception the federally-subsidized ABE program has been on a 90% federal and 10% state/local matching basis. This has made it attractive from a strictly financial standpoint. Then, too, as more and more people have become aware of the great need for basic education and

> have become involved in the program, this has produced a "rippling" effect until ABE is now the dominant program . . .[65]

Michigan evaluators found that the $104,884 allocated for the administration of ABE at the state level was used to fund the entire leadership program for general adult education.[66] Minnesota gave no state money to adult education from 1940 to 1968. In 1969 they provided state money to reimburse local districts for adult GED and high school diploma courses. The report on Minnesota ABE attributed this move to impetus provided by the ABE program.[67] New Hampshire employed its first full-time state supervisor of adult basic education after receiving federal ABE funds.[68]

Federal funds make up 90 per cent of the ABE costs. States varied with regard to the way they made up the matching ten per cent. Three of the 17-state sample--Arkansas, Kentucky, and Michigan--contributed the entire ten per cent or even more. Three states--Maine, Minnesota and Missouri--contributed no state ABE money. Mississippi contributed half, with half contributed by the local community. In Virginia the state and local contributions came to 0.6 per cent and 9.4 per cent, respectively.[69]

Eight studies computed the cost per student hour, or cost per student per year. Costs per student per clock hour range from a low of $0.31 to a high of $3.80. Differences in the method used to compute these figures, however, make comparisions among programs impossible. Some programs figure costs per enrollee, some figure costs per attendee. Some add in overhead charges, some do not. And of course, prices and salaries vary from place to place.

National Surveys

There have been two multi-state studies of adult basic education since the ABE program began in 1964. The first was conducted by the Xerox Corporation in 1967.

The Xerox study conceptualized ABE as a process designed to bring about a set of social changes (outputs) among members of a given target population (input). Accordingly, their study had three objectives:

1) describe the (input) characteristics of the target population, and their influence on the process and output.

2) to assess the value and reasonableness of the goals of the program output, and evaluate the degree to which they are being achieved.

3) evaluate the adequacy of the resources and instruction being used (process).[70]

Data were collected on the variables listed below:

A) Input variables: student characteristics
   1) biographical characteristics
   2) educational and economic characteristics

B) Process variables: elements which produce the output
   1) financial factors
   2) recruitment, enrollment, and retention
   3) teacher background
   4) instructional materials and methods
   5) general attitudinal factors

C) Output variables: the goals of the program
   1) increased literacy
   2) increased employability
   3) better attitudes toward education
   4) better citizenship.[71]

The Xerox study collected data from two programs in each of ten states (chosen because they were the states with the largest illiterate populations). Within each state two programs were chosen for study, generally the largest program in the state and a medium-sized program.[72]

The Xerox study presented the following overall evaluation:

1. "ABE is a viable system and is accomplishing important social goals to some extent."[73]

2. "The system input is probably not the same group of persons the framers of the act intended - the participants tend to be better educated and less poverty-stricken." Fifty per cent had completed over six years of education, most were wage earners (44 per cent had full-time jobs), only seventeen per cent were on welfare.[74]

3. "The processes are probably not as efficient as they could be." Improvement is needed in teacher training, development of materials, and cooperation with other agencies.[75]

4. "The philosophy of the program should be changed to emphasize social goals, such as increased participation in community projects and public school activities. Academic goals should be raised probably to the high school equivalency level." Most of the participants already had basic literacy skills. The Xerox team felt that changes of a grade or two in reading ability were less important for employment than a twelfth year certificate. There was a good deal of disagreement over what the goals of the program should be, as indicated by Table III-10.

TABLE III-10

AN ANALYSIS OF THE GOALS OF THE ABE PROGRAM AS THEY ARE VIEWED BY DIRECTORS, TEACHERS AND PARTICIPANTS (Expressed as Per Cent of Responses) [76]

GOALS	Directors		Teachers		Participants		
	(1)	(2)	(3)	(4)	PP	NC	C
Increased literacy	56	24	18	36	36	34	39
Increased employability	22	72	17	46	40	32	33
Improved attitudes toward education	1	4	52	15	8	9	9
Better citizenship	21	0					

Column 1 is the directors' own statements of ABE goals.
Column 2 is directors' impressions of students' goals.
Column 3 is teachers' own goals.
Column 4 is teachers' view of students' goals.
PP = present participants
NC = non-completers
C = completers

5. "If greater employability of participants is considered to be a major goal, the ABE program will need to be tied in with occupational training similar to the MDTA Programs which integrate basic education and job skills." The Xerox team felt that academic determinants of employability were subordinate to social variables and vocational skill factors, which were not emphasized in the ABE program. Only twelve per cent of the participants were out of work and looking for a job; only 12.5 per cent of the participants reported a new or better job as a result of the program. Thus, the ABE program was not seen as having a substantial impact on the employability of participants.[77]

The Xerox report made the following specific recommendations:

A. Input. Within the target population there are clear and necessary priorities. Many programs seem satisfied to attract the easily-reached segment of the target population. Federal guidelines for approval of programs should establish target population priorities.

B. Process.

1. Local programs should be funded for three years, to permit effective planning. Programs in several states did not received final notification of the amount of ABE funds they were to receive for 1965-66 until well into the school year. This seriously handicapped the programs.
2. Guidelines should be established concerning the allocation of resources within state and local programs. These should include a strict cost-accounting requirement to permit evaluation of the program from a management point of view.
3. Both in-kind and voluntary services provided through local agencies or industries should be allowable, and encouraged, as matching funds.
4. Directors should be given more freedom and inter-agency status by removing them from the direct control of the local school establishment. The seemingly incurable antipathy between local school and poverty officials in many areas has hampered inter-agency cooperation.
5. The requirement of enrollment in an ABE program as a condition of receipt of public assistance should be prohibited. Compulsory attendance is antithetical to the philosophy of ABE considered as adult and educational.

6. A greater effort must be made to identify and recruit the hard-core population, including the youthful delinquent.
7. State and local programs should be encouraged to avail themselves of the services of advisory committees of people drawn from the community. Some of the states, notably Ohio, already have similar committees, although in advisory roles only.
8. Testing, guidance and counseling services must be considerably upgraded. Since these programs are aimed at an extremely "risky" target population, the need for full-time counselors would seem to be evident. Sharing personnel with other programs is laudable in the absence of adequate financial support, but does not solve the problem in this vital program area.
9. Administrators and teachers should be given intensive sensitivity training, as well as orientation in the history and achievements of American minority groups.
10. Programs should be encouraged to make extensive use of indigenous sub-professionals, perhaps by having one such person in the classroom at all times to assist the teacher. The duties of such aides should include tutorial and testing functions, i.e., they should not be limited only to clerical tasks. The Xerox staff has been greatly impressed with the use of sub-professionals and believes that such personnel can provide exemplary and empathetic models for the students.
11. A continuing attack on the problem of teacher preparation is required including the setting of certification standards by state education departments. The Federal government should

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undertake a program to "professionalize" the whole area of adult basic education.

12. There is a critical need for the development of materials suitable for adult basic education. These materials should be designed to teach literacy skills around such practical areas as home economics, consumer education, and employment education. These are the areas in which the ABE student sees his most immediate problems. Relieving the socio-economic problems of poor adults can release powerful forces to overcome the educational problem.

13. The federal government should sponsor more research in the use of television, should establish more demonstration programs to test new instructional methods, and should offer ABE classes in non-school settings where convenience of location and familiarity of environment are conducive to adult motivation.[79]

C. Output

More than half the participants interviewed have completed more than six years of school. Today's illiterate is quite likely to have considerable verbal skills. This would imply that the ABE program should perhaps begin to concentrate at least as much on the social and civic problems of the poor as on their educational deficiencies.[80]

As was the case with the evaluations of the individual state programs, these recommendations are based in large part on values rather than data. The recommendation concerning goals, for instance does not necessarily follow from the data. There was no evidence in the Xerox report that the ABE program would be more effective in educating and employing the ABE target population if more emphasis were placed on social and civic problems. The Xerox report at least recognized the role of values and opinions in their recommendations, which most of the state studies did not do. The Xerox report points out that the question "Education for what?" has not been resolved within the ABE program. The report suggests one answer to that question, ~~but makes it clear that other answers are~~ possible.[81]

The study by the System Development Corporation in 1971-72 had four objectives set forth by the Office of Education:

> 1. To assess the effectiveness for various target groups of ABE programs funded through the Adult Education Act,
> 2. To provide . . . data comparable with those being collected in other studies of ABE,
> 3. To provide programmatically useful results on the relationships between post-program performance and the kind of experience that ABE enrollees received,
> 4. To assess the extent to which the States identify and serve adults in geographic areas of greatest need and . . . have incorporated the results and products of innovative projects into regular ABE classes.[82]

To these ends data were gathered on the effectiveness of ABE in improving literacy, in raising earnings, and in increasing intangible personal benefits. Data were also collected on program and classroom characteristics, as well as on methods for establishing and improving ABE classes.[83]

Their sampling procedures should be noted. They excluded students over 44 years old, migrants, institutionalized students, and students in ESL classes. Thus of an estimated 500,000 ABE students in FY 1970, only 280,000 were considered to be in the universe for the study. Data were collected from 2,300 students in 200 classes, 90 programs, and 15 states. The states were chosen to be representative of geographical areas, and also to represent the range of percentage of black ABE students in different states.

The study found that female students outnumbered males by 62 per cent to 38 per cent. About nine per cent spoke Spanish most often in their homes. More than half had completed nine grades or more of schooling. About half were employed, one quarter were on welfare.[84]

The study found a number of positive effects on participants. The average participant gained half a grade in reading ability and three-tenths of a grade in mathematics over a four month period, as measured by pre and post tests. Students initially testing below the fifth grade level gained even more. Over a period of eighteen months, mean earnings rose over twenty per cent for those who worked. Sixty-six per cent of those working reported a pay increase. The percentage of those working increased from 55 per cent to 65 per cent. Nearly half of those who worked had new jobs since beginning ABE; most said they preferred their new jobs. The percentage of students on welfare declined from 26 per cent to 22 per cent over the eighteen month period.[85] The initial design of the study called for a control group, in the form of those students who come into the program during the second year of the study. Their academic and job experience during the first year of the study was to be compared with that of the original students enrolled when the study began. Unfortunately, this aspect of the study was not carried out. This considerably lessens the value of the data on economic benefits.

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The study also found a large student turnover. Of students enrolled in November 1971, less than 40 per cent were still attending in May 1972. Most students said they were motivated by educational rather than job-related benefits.

The report of the study stated that about 79 per cent of ABE program funds at the local level are federal, 12 per cent are state, 7 per cent are local (including in-kind contributions), and 2 per cent are from other sources. Only 40 per cent of the programs had any specific funds allocated for counseling and advisement, 19 per cent had specific funds for recruiting students, 15 per cent for training teachers, and 11 per cent for program evaluation and improvement.[86]

The study was unable to find any statistically significant correlations between program characteristics on classroom methods and differential gains in earnings or academic achievement by students. The report suggested that the relationships are too complex to be studied with survey methods. Perhaps a more detailed study of a smaller sample over several years could discover such relationships. The report also called for future studies of members of the target population who have not enrolled in an ABE program, to see why these potential students are not being served. The study found little evidence that ABE programs deliberately seek out unusually hard-to-reach adults.[87]

A third multi-state study should also be mentioned, though it was not national in scope. Greenleigh Associates conducted a field test of four adult basic education reading systems in 1966. Data were gathered from programs in New York, New Jersey, and California. The focus of the study was on the effectiveness and efficiency of each of the four reading systems. The study collected data on student and teacher characteristics, on gains made by the students, and on nonquantifiable changes in the students, such as changes in self-esteem or in family relationships. No data on jobs were collected, perhaps because the study was primarily investigating the gains in reading produced by the four reading systems rather than effects of ABE in general.

The study found no significant differences in student gain scores by reading systems. Indeed, no program characteristics were significantly correlated with student gain scores or any other measure of student learning, with one exception:[88] students taught by teachers with only a high school education scored significantly higher on some of the achievement subtests than students taught by other teachers. (No significant differences were found on most of the tests.) Even this finding is suspect, however, because teacher level of education was highly correlated with other teacher characteristics, such as race and age, and students taught by high school graduates had, on the average, a lower initial reading level than students taught by the other teachers.[89]

The Greenleigh study suffered from the short time span of the programs investigated (only 17 weeks) and from the unstable nature of the ABE enterprise in the first few months after federal ABE funds became available. Several programs selected for study declined to participate, and others began later than expected.[90] The sample was relatively small, though

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larger than many of the individual state studies. A total of 111 teachers were included in the sample. Thus, when assigning teachers to a matrix of race, sex, and level of education, some cells had only two teachers.[91] Though they included a control group of non-students, the number was too small to test for significant differences in learning between the control group and the students.[92]

Summary

The various evaluations reviewed here deal with a wide diversity of concerns, but none is common to all. Enrollment data, discussed to some extent by sixteen of the twenty evaluations reviewed here, is the facet of ABE most commonly dealt with in the evaluations, perhaps because the data is easily quanitified and readily available on school records. Even when the surveys were dealing with a common topic, such as enrollment, however, they generally approached it in different manners and covered different aspects of the topic. Rarely did more than three or four of the surveys offer comparable data which could be used to compare programs.

Perhaps the least conclusive of the data presented in the evaluations were the costs per student hour ($0.31 to $3.80) and the number of instructional hours required by a student to advance one ABE level (100 to 208). Differences in the way hours are counted, costs computed, and completion of a grade level determined, make comparisons unreliable. Completion and drop-out data suffer from the same sort of inconsistencies.

Most of the state studies are more properly called "descriptions" or "surveys" rather than "evaluations." Only three set forth specific criteria by which to evaluate the program they were studying. Few of the studies attempted to relate program characteristics to success of the program, defined by any criteria. Even those which did attempt to do so were unable to find any statistically significant relationships, with the one tenuous exception of the Greenleigh finding that teacher level of education was significantly correlated with gains on some subtests of the Iowa Basic Skills Test. Even this finding is questionable. Nonetheless, all the state studies, and the Xerox study as well, felt compelled to make recommendations as to changes which should be made in program characteristics.

Perhaps the most helpful recommendations made by the studies are in the area of research methodology. Both explicitly and implicitly the studies pointed out specific barriers to adequate evaluation of ABE programs. There need to be standardized definitions and reporting procedures for enrollment and financial records. An evaluation study needs to define criteria by which to evaluate the program. To even begin to assess the effectiveness of a program, the study must have a randomly chosen, matched control group. It is most regrettable that System Development Corporation abandoned their plans for a control group. Any figures on gains in academic achievement or economic success are suspect without one. In general, the studies reviewed here give a good description of what the ABE program is, but only a vague impression of what the ABE program does, in terms of effectiveness, or of how to improve it.

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Finance

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Federal

It is difficult to separate the discussion of the federal government's role in financing adult education from the discussion of federal legislation. Many aspects of financing have already been dealt with in the section on legislation (Section II), and will not be repeated here. There are some general issues about federal financing of adult education not raised in the legislation section.

Lindman examined the formulas used to distribute federal funds for vocational education to the states. Though he speaks only of vocational education, his article has bearing on federal aid for adult education in general. His recommendations for setting national goals and establishing compromise formulas are as relevant for ABE as they are for vocational education.

Lindman identified four types of statistical measures which may be used in allotting grant-in-aid to states. He calls these "allotment concepts;" they are:

1) potential program load
2) program accomplishment
3) fiscal need
4) fiscal effort[1]

Lindman then described six allotment formulas based upon one or more of the four concepts; these are:

1) population (of the state)
2) weighted population, in which the age group 15-19 has a heavier weighting than others.

3) enrollment (in public and private schools, grades K-14)

4) adjusted population: the population figure multiplied by an allotment ratio based on the states' per capita income.

5) revised population: the same as the adjusted population formula, except that the allotment ratio is revised so that no state has an allotment ratio less than .40, and the mean is set at .50.

6) effort: expenditures by the state for public and private schools, grades K-12, multiplied by a Federal reimbursement percentage based on the per capita income of the state.[2]

Lindman cautioned that any allotment formula " . . . must depend upon a sound and defined rationale, and upon measurements that are reliable and periodically updated. There must be some logical connection between the base of the allotment formulas and the reason that money is being distributed to states. Furthermore, allotment systems must be based upon measurements that cannot be manipulated by governments which would profit from their manipulation."[3] Using data for the 1969-1970 school year, Lindman applied each of the six formulas to each of the states, and found that formulas which stress "reward for accomplishment" tend to allocate more money to industrial states, while formulas stressing "fiscal need" tend to allocate more to low income, rural states. He identified the conflict between the concepts of program accomplishment and fiscal need as a perpetual one in federal aid programs. He sees merit in both concepts, in that grants based on program

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accomplishment tend to inspire greater efforts in vocational education, and grants based on fiscal need tend to allocate money where it is most needed even though it may not be utilized most efficiently. He advocated a compromise formula , such as that now used to apportion vocational education funds to the states. He also recommended that national goals for vocational education be established with sufficient precision that the cost of attaining them can be estimated.[4]

Whereas Lindman discussed how federal funds should be distributed to the states, Atkin raised the question whether they should be distributed at all. Atkins discussed four general reservations he has about the increasing reliance of local school systems on federal aid. Though he did not refer specifically to adult education, the points he raised are as valid for adult education as child education. Atkin said that federal aid to education has been generally beneficial; however, there are some disturbing characteristics.

First, Atkins claimed that the federal perspective is a short-term perspective. Programs are planned on a four or at most eight year cycle. An administration feels the need to produce results in a short period of time. However, deep social and educational problems such as those correlated with race and poverty are not necessarily susceptible to short-term solutions.

Second, Atkins pointed out problems with the use of the systems analysis approach of planning federal programs, with its emphasis on accountability. An assumption behind such an approach is that the program's objectives can be objectively defined before the program begins. Atkins claimed it is not possible to have operational definitions for all the desired objectives of an educational project. He feels that worthwhile objectives will be shunted aside in favor of those more easily defined in behavioral terms. There is also the possibility that the unanticipated effects of a program will be at least as important, for good or ill, as the intended main effects, just as the side effects of industrial growth have seriously affected our environment to the extent that the main effects are seen as less desirable than they once were. Another objection to pre-specification of objectives is that not all objectives are appropriate in all situations. A good teacher will select those objectives she feels are best suited for the situation. A rigidly defined program does not allow this variability.

A third disadvantage of federal aid to education is that increased identification with the federal government may cause the local school to lose credibility with its community. People's suspicions of the government's policies towards poverty and war will affect their trust in all federal programs.

The final disadvantage suggested by Atkin is that the present federal pressures are for conformity of style. He argued that in a society changing as rapidly as ours is, we should instead encourage innovation and diversity of style.[5]

Friedman and Dunbar also have reservations about the impact of federal aid on education, but theirs are in relation to the impact of federal aid on the management of education by state agencies. Their book is focused on grants management in the field of education. They avoided the questions of whether federal grants

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are necessary, useful, or sufficient. Rather, they examined the question of whether the federal government's management of the grants mechanism tends to strengthen or weaken the administrative capacities of the state governments and agencies. They concluded that state agencies are not made more able or self sufficient by current grants management practices.[6]

Friedman and Dunbar questioned the focus of the efforts of the United States Office of Education. They argued that the USOE should deal primarily with substantive issues of education: our present status; what is wrong and right; what policies need to be pursued, and by whom; what shall be done; what has been done, and how acceptable were its management, performance, and achievements? Of course, these issues are directly linked to financial questions: do those responsible for performance and achievement have the financial means commensurate with their responsibilities? Under what circumstances do dollars make a difference? What portions of the dollars are local, state, federal, or other?

To answer these questions, USOE needs comprehensive and reliable information and statistics. The authors claimed, however, that "the information and statistics are not invariably complete or informative, and those that would be most informative are not invariably available."[7] The problem is that issues of fidelity in the use of federal funds dominate the activities of USOE. The Office has come to resemble a large bookkeeping unit, keeping track of the use of federal dollars. Because of the involvement of its limited resources in fidelity matters, the Office is unable to act effectively in setting policy on substantive issues.

The lack of information on substantive issues has a number of implications. One is that the question whether we are getting "our money's worth" out of the federal dollar is fundamentally unanswerable. Another is that categorical restrictions on the use of funds may not be justified. Categorical funding assumes a certainty of information which does not exist. Finally, the review of state education agency plans by USOE is placed in question. There is no special reason to assume that federal employees have superior bases for judgment on where and how funds should be spent.[8]

The authors recommended that the highest priority for USOE be an emphasis on evaluation. That is, they recommended the Office be concerned with "the development of the means for evaluating, together with acceptance of the idea that educational institutions, systems and agencies have major responsibilities both to perform evaluations and to be objects or targets of evaluative efforts."[9] They urged, however, that pressures upon USOE to address its evaluation efforts to the use of the federal dollar be resisted. Rather, evaluation efforts should concentrate on the substantive issues of whether the programs financed by the federal dollar (and other programs as well) are performing intended activities and achieving intended objectives. They suggested that detailed evaluations be conducted by state and local agencies, while USOE works with federal auditing agencies to conduct fidelity and substantive audits. This could free the relatively small USOE staff to carry on the leadership function for which it was created.[10]

Both Atkin and Friedman and Dunbar seem to agree that the federal government role in education should be one of leadership on a general level. Both express reservations about categorical funding and objectives either specified or reviewd by the federal education agency. Lindman does not address the larger issues of *whether* federal funds should be used in education, or *how* they should be used, but he does face the reality that the government must decide on a method for distributing the money if the money is to be distributed at all.

NOTES

1. Erick L. Lindman, Financial Support for Vocational Education in the Public Schools. Final Report (Los Angeles: University of California, 1972), pp. 132-133.

2. *Ibid.*, pp. 136-137.

3. *Ibid.*, p. 136.

4. *Ibid.*, p. 161.

5. J. Myron Atkin, "On Looking Gift Horses in the Mouth: The Federal Government and the Schools," Educational Forum, XXXIV (November, 1969), 9-20.

6. Burton D. Friedman and Laird J. Dunbar, Grants Management in Education: Federal Impact on State Agencies (Chicago: Public Administration Services, 1971), pp. iii-iv.

7. *Ibid.*, p. 128.

8. *Ibid.*, pp. 127-130.

9. *Ibid.*, p. 130.

10. *Ibid.*, p. 130-133.

State Level

In 1954, Olds documented the importance of state aid for public school adult education. His study found a wide variation in the percentage of the adult population reached by the schools. Olds explained the variation by availability of adequate state aid for general adult education. In the ten states with considerable aid, Olds found nearly three times the adult particicipation in relation to adult population as was found in the 38 states with little or no aid.[1] The ten states contributed an average of 35 cents per person over 18 years old in the state, as compared to an average of one cent for the other states. Olds also found that school district and local tax contributions to adult education were higher in the ten states, with an average of 30 cents, as compared to an average of twelve cents in the other states.[2] Olds found that the high aid states offered a greater variety of courses than the other states. For instance, 89.5 per cent of the adult students in the high aid states had access to Americanization and elementary courses; only 45.4 per cent of adult students in other states had access to these courses. In the high aid states, 59.8 per cent had access to remedial special education; only 23.2 per cent of students in the other states had access to these courses.[3]

Olds concludes that adult education must receive support from governmental sources, both state and local. He found that only 7.7 per cent of all adults enrolled in public schools are in schools financed chiefly by fees or tuition. Some of the most

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socially significant and useful courses are those which are most difficult to support without a subsidy.

Olds recommends that each state provide specific financial aid to adult education as part of its foundation program of assistance to public schools, on essentially the same basis as that provided elementary and secondary education. He notes that states with considerable aid for adult education have higher levels of enrollment. He cites the case of New York, in which a five-fold increase in state aid from 1944 to 1952 was accompanied by a fifteen-fold increase in adult enrollment.[4]

Olds further recommends that the amount of state aid should be large enough to enable each school district to spend on adult education a minimum of two to three per cent of its total expenditures for elementary and secondary education. Olds based this figure on the fact that in approximately one-third of the school district surveyed, adult education expenditures were over two per cent of childhood education expenditures.[5]

Olds stresses, however, that increased financing must be accompanied by competent administrative leadership. He recommends that the U.S. Office of Education provide professional services to assist state departments of education and local school systems in developing sound adult education programs.[6]

In a 1958 study, Radcliffe and Holden arrive at conclusions similar to those of Olds. Using state statutes and state department of education regulations, they compiled a table of the provisions each state made for adult education. The table shows that only seventeen states provided partial financial support for elementary adult education, while in twenty-two states such classes were supported entirely by local funds, and in five states entirely by private funds (tuition, fees, and contributions). Four states did not provide for elementary adult education in state statutes or regulations. Only twenty-two states provide partial state aid for any type of adult education. In no state were adult education programs in the elementary and secondary schools supported by state funds alone. Two states had constitutional prohibitions against the use of state or local funds for adult education.

The authors found that adult education was receiving a dwindling share of the total state aid for education. In 1956-57, California had allotted 1.59 per cent of its total aid to education for adult education. Yet in 1951-52 it had given 2.5 per cent. In 1956-57, only three states - California, Florida, and Rhode Island - gave over one per cent of total educational aid to adult education.

The authors recommend that revenue for adult education should be an inherent part of the state aid foundation program, the same as it is for other areas of public school education.[7]

There are a number of possible methods of state support for adult education. Thomas and Griffith discuss three major methods. They discuss the advantages and disadvantages of each method, based on their study of ten states and a review of the offerings in all states. A foundation program is one in which the state shares costs up to a given sum of money. It is typically based on an equalization formula which permits poorer districts to receive more money than richer districts. This method tends to make it possible for all communities to provide educational programs for adults.

The foundation program must specify that adult education is to be a part of the program, or else the incentive to provide adult education is lost.

Cost sharing procedures provide for the state to pay the local school system some portion of the actual cost of running a program. This method takes into consideration the fact that costs vary from one district to another. The main disadvantage of this method is that low-income districts are least able to pay their share of the costs. Cost sharing is most likely to help the middle and high income communities. Thomas and Griffith recommend that states which do not include adult education in their foundation program adopt the cost-sharing procedure of paying at least part of the salary of the local director of adult education.

The flat grant method consists of payment by the state of a certain amount for each student hour or full time equivalent student. This is more nearly equalizing than the cost sharing method, particularly if the state grant is sizeable enough that the cost of the program is not a strain on the poorer districts.[8]

The authors did not make a proposal concerning state support for adult education. They did find, however, that states which provide foundation level support specifically earmarked for adult education tend to have superior programs. The level of support and the school code were also factors.

> If the provision of adult education programs in all school districts is not mandatory and if no part of the foundation program grant is earmarked for adult education, school districts which are hard pressed financially will generally not use their scarce resources in adult education.[9]

In the earlier study, Hurlbut recommended that California place adult education on a foundation program basis. Hurlbut asserted that the chief failing of the then current plan for financing public school adult education was the absence of a definite sum which represents the need per unit of ADA. His survey of administrative officers of school districts in the state showed that most seriously underestimated (by about half) the amount of money actually spent on adult education in their district, and thus had a very inaccurate idea of the amount of money needed for an adult program.

Hurlbut recommended that the state place adult education on a foundation program basis, with the measure of need for each district being the weighted classroom unit. The amount of money to be established as the minimum or foundation level should include all necessary expenditures. Hurlbut also pointed out the importance of a full-time adult administrator, noting that districts which employed one had twice the amount of participation in their programs as the state average.[10]

Two studies have examined the effects of the elimination of special state aid for adult education. Cober studied this situation in Pennsylvania. Prior to the year 1967-68, public school adult education had received a separate subsidy from the state. In 1967-68, the expenditures of each district for adult education were included in the instructional cost used to calculate the basic subsidy to school districts. Many school districts eliminated adult education programs in the 1967-68 school year, because many administrators believed that they would receive no reimbursement for adult education programs.[11]

A random sample of 34 Pennsylvania school districts showed that twenty districts received no subsidy for adult education either before or after the change in method. Of the fourteen districts receiving subsidies under the old method, only two districts received a subsidy for adult education as part of their basic subsidy under the new method. The other twelve districts experienced net losses in subsidy, ranging from 3.9 per cent to 67.0 per cent of the amount spent for adult education. Cober pointed out that the reason for the decrease in subsidy was due to a provision in the new act which placed a ceiling of $400 per weighted average daily membership. A still newer act, with a ceiling of $550 per WADM, would have resulted in gains for seven districts and losses for seven districts, had it been in effect. The net losses for some school districts occurred even though the new acts included additional programs not reimbursed under the old method. Cober concluded that "If the purpose is to encourage and promote adult education programs, then a separate subsidy is more effective in encouraging local districts to offer adult programs since the local administrator and school board members can readily see what parts of the program are paid for by the state."[12]

Several writers have studied state financing of community colleges. Arney examined state patterns of financial support in the 42 states which had community junior colleges in 1967-68. The other eight states had post high school institutions, but Arney felt they were not comprehensive enough to be considered community colleges. Patterns of support in the 42 states were quite varied. Support from the state ranged from four per cent in Nevada to almost 100 per cent in Delaware. Both the mean and the median level of state support were about 51 per cent of operating expenses. Local support ranged from zero per cent in fifteen states to a high of 60 per cent in California, with a median of 21 per cent. Thirty-five of the states received some federal support for community colleges, though the median amount was only five per cent. Only three states received no funds for operating expenses from student tuition or fees. The median tuition charge for the 52 states was about twenty per cent of current expenses. The range for tuition was between zero per cent in three states to 51 per cent in New Mexico.[13]

The patterns of financing for capital expenses were just as varied. Because capital expenses are more variable from year to year than operating expenses, and Arney presented figures for only one year, no detailed report of his findings will be made here. Arney did find that the federal government contributed a larger portion of capital expenses than of operating expenses. Student tuition and fees contributed less.[14]

Arney concluded that each state must decide on the optimal blend of federal, state, and local sources of funds. He rejected the practice of financing a large portion of operating expenses from student tuition, claiming that even a small tuition prevents poorer students from taking advantage of the community college.[15]

Wattenbarger and Cage drew upon Arney's data, and other data to examine the different patterns of financial support of community colleges. They identified two opposing philosophies of finacing: an "equalization of opportunity" philosophy, usually associated with free secondary education, and a "benefit to the recipient" philosophy, associated with higher education and a tuition system. They suggested that as community colleges become

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more accepted as institutions of higher education rather than as extensions of the secondary system, there will be more emphasis on the "benefit" philosophy and the charging of tuition.[16]

The authors noted that the state-local model of financing was the most common one found by Arney, but that the state is taking an increasingly important role in community college finance. They warned that the concept of complete state support may carry with it the concept of relinquished local control. To avoid this, and allow the individual colleges to continue to best serve their local communities, they offered eight guidelines to be followed in states which have full state support of community colleges.

1. The model which is used to provide funds to individual institutions must be objective and equitable but at the same time flexible and sensitive to specific institutional needs.

2. The method of distributing funds must require comparable information from all institutions. A formula basis for allocating funds must be used, but provision for special allocations to meet special needs must also be a part of the formula.

3. The desired "outputs" will need to be defined, described, and/or quantified. Such "outputs" will be useful in refining the formula.

4. Funds from student fees and from other sources should not be used to replace appropriated funds from the states.

5. State support should not be used as a basis for interfering with institutional integrity or for the developing of a large bureaucratic state level staff.

6. The tendency to force all institutions in an identical mold as a result of uniform financing should be resisted.

7. The tendency to use student fees to supplement inadequate appropriations should be resisted.

8. The legislature will find it most desirable to hold a single state-level agency responsible for representing all community colleges and will therefore not be in a position of reacting to individual institutional appeals for support.

Wattenbarger and Cage pointed out, however, that the federal government is likely to provide an increasing share of the funds in the future. They believe this will necessitate a re-examination of the total funding pattern of community colleges.[17]

Lombardi also surveyed patterns of support for community colleges. He reviewed the various funding formulas used to provide state support for community colleges, and concluded that full state support (minus tuition) is slowly replacing the formulas pattern of locally supported colleges. He pointed out that nineteen states already have colleges receiving full state support. In some of these, the community colleges have a status coordinate with that of the state colleges and universities, but a separate budget. Others are associated with the state colleges and universities, either as branch campuses, or as autonomous units whose budget is administered by the senior institution.[18]

The primary issue impeding the change of full state support, said Lombardi, is the one of state control vs. local control. Many administrators feel that they have more freedom in a locally controlled college than in a state-controlled college. Lombardi said this is less true than it used to be:

> As colleges asked for and received more state aid, they became subject to more state control. . . The evidence is that local control is giving way to state control. State

> commissions or boards for community colleges are becoming as common in locally supported as in state supported states.[19]

Lombardi's conclusion is that "In the long run the logic of a uniform method of funding all higher education institutions, expediency, and property tax reform will have more influence on patterns of support than rhetoric or argument."[20] In a study of state community college systems, Morsch questioned whether the amount of state funding is closely related to the degree to which the state system exercises control over local colleges. "It is not evident...that the colleges in Washington, where there is no local tax support, are any less independent than those of California, where the community colleges derive 60 per cent of their revenues from the local tax base."[21] Arney offered some evidence that control by state-level agencies may be acceptable to local administrators.

> In 1967-68, more than one-fourth of the states with community colleges had provisions for control of the colleges to be located with a state-level agency. . . The implications are that community colleges can be controlled at either the state or local level and still provide the kind of educational programs compatible with the overall goals of the community colleges.[22]

Lombardi saw tuition as playing an important role in the funding of community colleges, even though he expected tuition to continue to be lower in the community colleges than in state colleges and universities. Governors and legislators appear to be reluctant to shift more than one-third of the cost of instruction to the students. Tuition will remain relatively low in community colleges because states feel that an open college must have relatively low fees, and by keeping tuition lower at community colleges, students are diverted to them and away from already overcrowded state colleges and universities.[23]

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Lombardi identified three factors which will affect future tuition patterns in community colleges. The first is the amendment giving eighteen-year-olds the right to vote. This will reduce the significance of out-of-state and out-of-district tuition. (This also may change funding for adult education in some states.)[24]

The second factor affecting tuition patterns is the current battle in the courts over the constitutionality of different levels of financing schools based upon different levels of assessed valuation among districts. The outcome may be to move a larger share of the cost to student tuition. A third factor is a possible move to tuition vouchers. The basic educational opportunity grants (BEOG) provided for in the Education Amendments of 1972 are a step in this direction. The amounts of the grants are small, but if they are increased by Congress, they may ensure that almost any student could afford a relatively high tuition, thus encouraging colleges to raise their tuition rates.

From all this Lombardi concluded that even though tuition and fees probably now contribute only about 25 per cent to the total operating revenue of community colleges, they will become an important source of revenue for community colleges, probably approaching one-third of operating revenue by the end of the decade. In locally supported colleges, tuition and fees will become the second most important source of revenue, below state aid and above the property tax.[25]

It should be noted that none of the three articles cited speaks specifically of the financing of adult education in community colleges. There have been a number of studies of financing adult education in the public schools, such as the ones cited in the earlier pages of this section. But the studies of community college financing have tended to look at the general patterns of finance rather than specific programs.

Both in public school adult education financing, and in community college financing, the recommendations generally call for the state to assume more of the financial burden. While the studies of public school adult education have advocated putting adult education under a foundation program, the studies of community colleges have foreseen and/or recommended a move to full state support of community colleges.

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NOTES

1. National Commission on Adult Education Finance, Financing Adult Education in America's Public Schools and Community Colleges, Complete Report, by Edward B. Olds (Washington, D.C.: Adult Education Association of the U.S.A., 1954), p. 101.

2. Ibid., p. 28.

3. Ibid., p. 33.

4. Ibid., pp. 103-104.

5. Ibid.

6. Ibid., p. 105.

7. Charles H. Radcliffe and John B. Holden, "Adults in the Public Schools," School Life, XL (April, 1958), 7-10.

8. J. Alan Thomas and William S. Griffith, et al., Adult and Continuing Education, National Education Finance Project, Special Study Number 5 (Midwest Administration Center, University of Chicago, 1970), pp. 81-84, 202-203.

9. Ibid., p. 203.

10. Edward V. Hurlbut, "Financing Public School Education in California," Adult Education, IX (Autumn, 1958), 3-7.

11. John G. Cober, "A Comparison of Adult and Recreational Education Reimbursements as Provided under the Former Pennsylvania State Subsidy and as Provided by Act 580 and Act 96," (Pennsylvania State Department of Education, 1969), p. 1.

12. Ibid., pp. 3-4.

13. Lawrence H. Arney, State Patterns of Financial Support for community Colleges (Gainesville: University of Florida Institute of Higher Education, 1970), pp. 14-21.

14. Ibid., pp. 24-30.

15. Ibid., p. 40.

16. James L. Wattenbarger and Bob N. Cage, "Financing Public Community Junior Colleges," Junior College Journal, XLII (October, 1971), 12.

17. Ibid., p. 15.

18. John Lombardi, Managing Finances in Community Colleges (San Francisco: Jossey-Bass, 1973), pp. 19-26.

19. Ibid., p. 27.

20. Ibid., p. 28.

21. William Morsch, State Community College Systems: Their Role and Operation in Seven States (New York: Praeger, 1971), pp. 4-5.

22. Arney, State Patterns of Support, p. 35.

23. Lombardi, Managing Finances, p. 43.

24. Ibid., p. 44.

25. Ibid., pp. 44-46.

Local

Local governmental bodies supply a good deal of support for adult education. Many works have been published dealing with the local role in financing adult education. Some of these have already been discussed in the two previous parts of this section on financing. Only three articles will be reviewed here, two for their historical interest, one because it raises some of the issues peculiar to the local aspects of finance.

A survey of the schools of Chicago in 1932, directed by Strayer, found that the adult education program was funded quite generously in the years preceding 1932. In that year the preliminary budget assigned adult education seven per cent of the total budget. However, when the effects of the depression began to be felt, this figure was reduced to 3 1/3 per cent. This example illustrates what often happens to adult education expenditures when a scarcity of funds dictates that something must be cut. It should also be noted that the reduced figure of 3 1/3 per cent is more than many American cities allot even today for adult education.[1]

Kempfer and Wood collected case studies on the financing of 28 public school adult education programs and seventeen community college adult education programs in 1952. They attempted to get programs operating under a variety of conditions, large and small, rural and urban. Their major findings were:

1. Adult education does not cost much. The 21 public schools which supplied this data reported an average of 2.04 per cent of their operating expenses were for adult education. The eight community colleges which supplied data reported only 6.84 per cent of their operating budget was spent for adult education.

2. Adult education, being largely part-time instruction, cost much less per pupil than did elementary, secondary, or higher education. The cost per enrollee averaged $14.84 per year in 26 public schools, $15.58 per year in eleven community colleges.[2]

Kempfer and Wood provided tables of the source of support for each program. Their data is summarized in Table III-11. The State was an important source of support for both public schools (21 out of 26 received state aid) and community colleges (ten out of twelve received state aid). Local taxes were second only to state aid in degree of support. Twenty out of 26 public schools received income from local taxes, eight out of twelve community colleges received income from local taxes for adult education. Student fees and federal funds also provided appreciable amounts of support for many of the programs.[3]

TABLE III-11

SOURCE OF SUPPORT OF ADULT EDUCATION IN 26 PUBLIC SCHOOLS AND 12 COMMUNITY COLLEGES, 1952[4]

	Number of schools receiving funds from each source		Median per cent of income from each source	
	P.S.	C.C.	P.S.	C.C.
federal funds	15	12	7.4%	8-9%
state aid	21	10	46.3%	24.3%
local taxes	20	8	31.0%	35.0%
student fees	19	11	17.9%	18.9%
other sources	7	7	2.2%	1.8%

[a] Includes federal vocational funds, Veterans Administration funds, and vocational administration funds.

Thomas and Griffith studied the public school adult education programs in Chicago, Detroit, Los Angeles, and New York, in 1970. They prefaced their findings on the financing of these programs with a comment which bears repeating: "Any effort to determine the total income of the adult education programs of a school district is likely to be a frustrating experience for not only are adult programs distributed among administrative units in an idiosyncratic fashion, . . . but also the financial records are similarly maintained."[5] Nevertheless they said they were able to extract such information after some effort.

They determined, for each district, the amount and percentage of total educational expenses which go to adult education, and the relative importance of different sources of support of the adult education program. This information is shown in Tables III-12 and III-13.

TABLE III-12

RELATIVE IMPORTANCE OF EACH SOURCE OF FINANCIAL SUPPORT TO THE TOTAL ADULT EDUCATION PROGRAM AND IMPORTANCE OF THE ADULT EDUCATION INCOME TO SCHOOL DISTRICT INCOME 1968-1969[6]

	School District			
	Chicago	Detroit	Los Angeles	New York
Percentage of Total Adult Education Income is of District Income	1.5%	2.2%	3.9%	1.1%
Percentage of Total Adult Education Income by Source				
Federal	49.9%	69.4%	28.2%	54.7%
State	12.9%	19.1%	18.0%	4.1%
Local	44.1%	11.5%	53.8%	41.2%
Tuition, Fees	1.6%	11.5%	1.9%	2.2%
Other Local	42.5%	0	51.9%	39.0%

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TABLE III-13

SCHOOL DISTRICT ADULT EDUCATION
INCOME BY SOURCE, 1968-1969[7]

Revenue Source	Income by School District			
	Chicago	Detroit	Los Angeles	New York
Federal - Total	$3,471,765	$3,782,361	$ 6,243,864	$ 8,696,465
State - Total	1,047,095	1,041,676	3,978,771	652,762
Local - Total	3,569,190	623,000	11,909,012	6,561,800
District General Funds	3,441,690	-0-	137,821	6,211,800
Adult Education Tax	-0-	-0-	11,160,360	-0-
Tuition Fees	127,500	623,000	421,307	350,000
Other	-0-	-0-	189,524	-0-
Grand Total	$8,088,050	$4,447,037	$22,130,647	$15,911,027

Thomas and Griffith favored the support system of Los Angeles, which based local support on assessed property value of the district, independent of attendance, and received state support on the basis of average daily attendance. This combination of support schemes provided an incentive for program expansion (to receive more state funds), yet provided a good financial base independent of enrollment, from local funds.

They saw several advantages to strong local support, from whatever origin. Both New York and Los Angeles, with high levels of local support, had strong non-credit programs. Chicago, which provided only half as much local support as New York, and only one third as much as Los Angeles, essentially provided only those programs which were mandated by the state and for which funds were readily available.[8]

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Thomas and Griffith also pointed out that Los Angeles, with a local adult education income three times the size of Chicago's, still had twice as much federal support and three times as much state support. This suggests, they said, that additional local dollars may increase the capacity of the local system to attract federal and state support, rather than replacing support from other levels. It is more likely that a program may operate largely on the basis of federal funds with minimal local support than that a program will fully utilize local funds and fail to take advantage of the federal support which is available.[9]

The financing of a program is, of course, intimately related to every other aspect of the program. Thomas and Griffith made a distinction between courses designed to meet social needs (such as basic education and vocational training programs) and courses designed to meet private demand (such as general education and recreational programs). Programs financed largely by federal funds tended to emphasize social need courses.[10]

Both Thomas and Griffith, and Kempfer and Wood pointed out the importance of "in-kind" contributions of the local school system for the financing of adult education. One of the difficulties of doing research on the financing of adult education is that some communities include overhead costs when computing adult education expenses while others do not. This makes a large difference. Kempfer and Wood found that in eleven schools which absorbed all or part of the building overhead in the general budget, adult education expenses averaged only 1.54 per cent of the total budget, while in ten schools which charged adult education for their share of the overhead, adult education expenses averaged 2.49 per cent of the educational budget.[11]

Thomas and Griffith found several methods of assessing adult education's share of the overhead costs. Out of 37 school districts, nineteen did not assess any overhead charges to the adult education program, four charged a fixed percentage, seven charged a variable percentage or an estimate of the actual cost, and seven either used some other method or did not answer.[12]

A number of factors are operating to drastically alter the patterns of financing of adult education at all levels. At the federal level we have seen an increasing commitment to support adult education, countered by pressure from the administration to reduce federal aid to education. At the state level, too, there is increasing pressure for the state to assume more of the financial burden for both public school and community college programs. Financing at the local level is greatly influenced by state and federal patterns of finance, as well as local political concerns. The recent court challenges to the use of the property tax as a financial base for education may completely revise local and state patterns of finance. To date, the literature on adult education finance has only alluded to the effects these court decisions might have on adult education, while studies specifically dealing with the effects of the decisions on education in general have only alluded to adult education.

Regardless of the merit of existing studies, there is a great need for new studies dealing with the rapidly changing conditions of financial patterns.

NOTES

1. George D. Strayer, Report of the Survey of the Schools of Chicago, Illinois, Volume III (New York: Division of Field Studies, Institute of Educational Research, Teachers College, Columbia University, Bureau of Publications, 1932), p. 82.

2. U.S. Department of Health, Education, and Welfare, Office of Education, "Financing Adult Education in Selected Schools and Community Colleges," by Homer Kempfer and William R. Wood (Bulletin No. 8, 1952), p. 25.

3. Ibid., p. 24.

4. Ibid.

5. J. Alan Thomas and William S. Griffith, et al., Adult and Continuing Education (Chicago: Midwest Administration Center, 1970), p. 149.

6. Ibid., p. 151.

7. Ibid., p. 150.

8. Ibid., p. 152.

9. Ibid., p. 153.

10. Ibid., pp. 110-111.

11. U. S. Department of Health, Education, and Welfare, "Financing Adult Education," p. 25.

12. Thomas and Griffith, Adult and Continuing Education, pp. 115-117.

Professionalization

General

There has been a good deal of discussion in the literature about whether adult education is a profession, an emerging profession, or is not even close to being a profession. A few articles have gone a step further and questioned whether adult education should become a profession. A selection of these articles is reviewed here.

Two authors reviewed the literature on professionalism in general, and have derived a set of criteria by which an occupational field may be judged to be a profession or not. Allen constructed a model of a profession, based on fifteen criteria. Using a content analysis of adult education periodical literature from 1928 to 1958, Allen determined which criteria were met by adult education and which were not. He found seven criteria present in the field of adult education to some extent:

1) a national organization
2) a body of theoretical knowledge
3) professional training at universities
4) client-centered
5) a special language
6) autonomy of the individual adult educator
7) specialization within the field.[1]

Allen did not find evidence for the presence of the following eight criteria in the field of adult education:

1) a clearly defined function
2) a code of ethics

3) a unique technique or methodology

4) professional control over standards of entrance or performance

5) state control (certification or licensing)

6) a well-marked career pattern

7) adequate renumeration

8) status (social recognition)[2]

Wiggs also set forth criteria for a profession, in the form of eight stages of professionalization, through which an occupation passes on the way to becoming fully professionalized.

1) establishment of a full-time occupation

2) establishment of an occupational association

3) establishment of training programs and schools

4) change in the name of the occupation

5) development of a code of ethics

6) development of a feeling of autonomy

7) seek support of the law

8) give service to the lay public.[3]

Wiggs then set out a plan whereby an association can enhance the process of professionalization of an occupation. The association must help the occupation fulfill six developmental needs:

1) a definition of the field

2) differentiation of the field from other fields

3) setting standards

4) technological refinement

5) respectability and justification

6) understanding the dynamics of the field.[4]

Wiggs claimed that the model of professionalization can help identify areas which require attention by a professional organization.[5]

Brunner, Nicholls, and Sieber wrote specifically about the role of a national organization in adult education, but examine some of the larger issues of professionalization as well. Their study collected data from questionnaires sent to AEA members and former members, and to persons working in adult education who did not join AEA. They also interviewed leaders of the AEA and executive officers of other fields.

They set forth six criteria of a profession, drawing upon literature in the area:

1) a large body of technical, scientific, and theoretical knowledge
2) a belief by both members of the occupation and the public, that the occupation uses this knowledge for the general good of its clients rather than for personal gain
3) specialized training in a school or university
4) a code of professional ethics
5) a professional society to set standards for training and enforce the code of ethics
6) autonomy, lack of direct supervision.[6]

They concluded that adult education is not a profession in the full sense of the word. The major block to professional status, they said, is the absence of a body of techniques and knowledge. Other obstacles are a lack of public recognition, no real professional society, no code of ethics, no standards for training, and no certification procedures. Adult education does show some signs of professionalization, such as the existence of the AEA with a committee on Professional ~~D~~evelopment. However, based on observations of other fields, they concluded that it will be decades before adult education achieves full professional status.[7]

They then raised the questions "Should adult education become a profession?" and "What is the role of AEA in advancing the professionalism of adult education?" They reported that 50 per cent of the questionnaire respondents replied that it was very important for the AEA to "advance adult education as a profession," while 33 per cent indicated this was somewhat important, and ten per cent felt it was unimportant.[8]

The major objection raised to the professionalization of adult education was that such an emphasis would interfere with the realization of more important goals of adult education. Some respondents in the survey felt that the future of adult education lies in the hands of volunteers rather than professionals, and they feared the dysfunctional consequences of a sharp distinction of status between professionals and non-professionals. This feeling is related to the argument over whether adult education is a social movement or a profession. The report argued that professionals and volunteers should complement each other, and offered the Extension Service as an example of an organization which uses both volunteers and professionals quite well.[9]

Other objections cited by respondents were that professionalization is motivated only by self-centered status seeking, that the field of adult education is too diverse to be considered one profession, or that professionalism should be centered around institutions (e.g., the library, the public school) rather than around adult education. Clark suggested that marginality can be reduced by clarifying goals and demonstrating a high quality of work within the defined task.[17]

London studied the career pattern of the public school adult administrator in California, as a basis for making recommendations to reduce the marginality of the field. He found that the career pattern was haphazard, with adult educators coming into the field "by the back door" and advancing through purely subjective decisions by school superintendents. To reduce the marginality of the occupation, London recommended:

1) development of a professional training program
2) creation of full-time adult education administrative careers in the public schools
3) equality of salary
4) development of full-time teaching career positions in adult education
5) continued research on the diverse problems within the field of adult education.[18]

London also pointed out, however, that there are some advantages to marginality, including great flexibility of programming and not being pinned down by tradition. By virtue of its marginal status, adult education is able to meet the rapidly changing needs of our society better than more established areas of education.[19]

This final point by London calls attention to a basic lack in the literature on professionalization. The majority of the articles cited here deal with the questions "How can adult education become more professional?" or "To what degree is adult education a profession?" Only London and Brunner raise the prior question "Should adult education become a profession?" This question needs to be examined more critically than it has to date.

NOTES

1. Lawrence A. Allen, "The Growth of Professionalism in Adult Educational Movement, 1928-1958" (unpublished Ph.D. dissertation, University of Chicago, 1961), pp. 130-149.

2. *Ibid.*

3. Garland D. Wiggs, "Development of a Conceptual Model for Achieving Professionalism of an Occupation: As Applied to the American Society for Training and Development and to the Human Resource Development Occupation" (unpublished Ph.D. dissertation, George Washington University, 1971), p. 45.

4. *Ibid.*, pp. 51-62.

5. *Ibid.*, pp. 62-64.

6. Edmund de S. Brunner, William L. Nicholls, and Sam D. Sieber, *The Role of a National Organization in Adult Education* (New York: Bureau of Applied Social Research, Columbia University, 1959), pp. 314-315.

7. *Ibid.*, pp. 316-321.

8. *Ibid.*, p. 321.

9. *Ibid.*, pp. 37-38, 321, 325.

10. *Ibid.*, pp. 323-326.

11. Joan W. Wright, "The Professionalization of Adult Educators in New York State" (paper presented at the Adult Education Research Conference, New York City, February 2-5, 1971) pp. 12-14.

12. U. S. Department of Health, Education, and Welfare, Office of Education, *The Education Professions: A Report on the People Who Serve Our Schools and Colleges - 1968* (Washington, D.C.: Government Printing Office, 1969), pp. 205-207.

13. *Ibid.*, p. 208.

14. *Ibid.*, pp. 209-210.

15. Howard S. Becker, "Some Problems of Professionalism," *Adult Education*, VI (Winter, 1956), 101-105.

16. Burton R. Clark, *The Marginality of Adult Education* (Chicago: Center for the Study of Liberal Education for Adults, 1958), p. 1.

17. *Ibid.*, pp. 14-15.

18. Jack London, "The Career of the Public School Adult Administrator," *Adult Education*, X (Autumn, 1959), 3-12.

19. *Ibid.*

Staff Development

One aspect of professionalization which has received a good deal of written attention is the training of adult education personnel, at all levels. A workshop on accelerating the preparation of adult educators was held at George Washington University in 1965. The workshop was a response to the problem created by the sudden demand for adult educators to fulfill the objectives of the programs initiated by the Economic Opportunity Act of 1964. Working papers by George Aker, Leonard Nadler, and Howard McCluskey defined aspects of the problem, including the marginality of the field of adult education, the characteristics of the target population of ABE, the sheer magnitude of the ABE target population and the number of teachers needed to serve that population, and the need for people to administer the organizational structure of adult education. The members of the workshop made seven recommendations for carrying out the training of adult educators:

1. use the universities as resources
2. use the universities as training institutes
3. establish a clearinghouse of information through the Office of Education.
4. develop job standards and classifications
5. examine traditional methods, explore needed changes
6. begin internships and fellowships to encourage more graduate students in adult education
7. establish and differentiate short and long-term goals.[1]

Verner, et al., reviewed the literature on the preparation of adult educators. They noted that "most leaders in adult education have entered the field by accident ... [and] recognize a need for special training and education about educating adults. This awareness of the need for training has been perceived in some specialized aspects of adult education such as agricultural extension and adult basic education more than the others."[2]

The review cited two studies which indicated that 85 to 90 per cent of ABE teachers feel the need for more training. A study by White, identifying training needs common to 100 adult educators from different agencies, was also cited, indicating that there is a common core of interests and a common identity in the field, which could form the framework for educational programs for all adult education leaders.[3]

The review made a distinction between the training of adult educators and the professional education of adult educators at the university level. The review concluded that because professional education in adult education is usually offered at the graduate level, it attracts individuals already in the field, and hence tends to be post- rather than pre-vocational education.[4] No conclusions are offered concerning non-graduate training. A number of studies have dealt with training below the graduate level, however.

Three studies dealt with the effectiveness of training programs for adult basic education teachers. Hinsley simply attempted to discover how many participants in the 1970 National Summer Institutes for ABE personnel actually worked in ABE programs after the Institutes. She found that 78.5 per cent actually did engage in ABE programs after the Institutes. Sixty per cent of those not engaged in an ABE program said they had applied but not been accepted for a program.[5] Hinsley found that age, sex, educational attainment, and discussion of attendance with the state ABE director were not significantly associated with engagement or nonengagement. She found that previous ABE experience, prior attendance at other national institutes, discussion of attendance with local ABE director, and race, were significantly associated with engagement or nonengagement.[6]

Kohler and Maxson investigated student retention rates among ABE teachers, in an effort to identify factors associated with teacher effectiveness. They found that years of teaching experience, years of experience teaching adults, educational level, and certification level all failed to correlate significantly with retention rate. There seemed to be a relationship (though not significant at the .05 level) for those teachers who had participated in ABE teacher training institutes to have a higher retention rate than those who had not. Their study thus provided only a suggestion that training institutes were effective.[7] The use of student retention rate as a criteria for teacher effectiveness may be questioned. More direct criteria, such as increased reading ability, would have been preferable, though perhaps more difficult to measure.

A study by Martin indicated that training alone does not significantly increase professional characteristics of ABE teachers. Data collected from 80 ABE teachers (via a questionnaire) showed no significant correlation between amount of ABE in-service training and (a) access to professional literature, (b) perceived discrepancies between actual and desired program outcomes; (c) use of community resources; (d) use of consultants and resources; or (e) knowing and recognizing desired functional or behavioral objectives of ABE. There were significant correlations between amount of inservice training and (A) use of some instructional materials (videotape recorders, slide projectors, and periodicals); and (b) using professional literature to keep up to date.[8] However, Martin did not attempt to distinguish among different kinds of inservice training, nor did he attempt to verify the adequacy of teachers' replies to the questionnaire. Consequently, his study was not as valuable as it might have been in determining the benefits of inservice training.

The University of Missouri conducted a survey of ABE training efforts in 1972. The findings of the report were prefaced by the observation that the experimental and chaotic nature of ABE training programs made it extremely difficult to compile accurate financial and enrollment statistics. Outright manipulation of the figures by administrators only exacerbated the problem. The report recommends standardized and regulated record keeping systems.[9]

The Missouri project surveyed 65 training programs identified as exemplary by state ABE directors in an attempt to identify characteristics associated with a successful teacher training program. No success-related characteristics were found by the study. As the report pointed out, identification of successful training programs was made difficult by the lack of clear definitions of successful ABE teaching.[10]

The Greenleigh evaluation of four ABE reading systems arrived at the much-repeated finding that instructors with only a high school education produced more gain in reading scores than did instructors with more education, including certified teachers. Indeed, education was the only teacher variable significantly associated with differences in student gain scores. This has been mis-interpreted by some to mean that training of ABE teachers is ineffective at best and possibly dysfunctional. However, the Greenleigh report points out that the high school graduate was more likely to be Negro and younger than the certified teacher. These differences may have been more relevant to student learning than the differences in teacher education. In addition, it should be noted that the certified teachers had not received training in the teaching of adults (except the minimal training given all the teachers at the beginning of the field test.) They were certified to teach grades K-12. It should also be noted that teachers were selected after the regular school year started, so the certified teachers in the field test were those who had failed to find employment in the K-12 system, and may not have been a representative sample of certified teachers. While few would argue with the report's recommendation that a new, adult category of certification is needed, the conclusion that a high school graduate is superior to a certified K-12 teacher in the teaching of adults is not justified by the Greenleigh report data.[11]

The amount written on the topic of the training of adult education personnel in general, and ABE personnel in particular is staggering. (The bibliography compiled by the University of Missouri lists over 400 articles on ABE teacher training; the review by Verner, et al., lists 118 articles relevant to the preparation of adult educators). However, as the Missouri report pointed out, until criteria for judging successful ABE teaching and ABE administering are developed, judging the effectiveness of various training programs will be a difficult, if not impossible task. Only two of the articles reviewed here (by Martin and by Greenleigh Associates) attempted empirically to relate training to professional characteristics of teachers or administrators. Unfortunately, both had methodological faults. Perhaps the most that can be said about the relationship between staff development programs and professionalism has already been said in the preceding section; namely, that before an occupation can be considered a profession, it must have some method of training its members. The failure to find many concrete benefits from training programs may well be due more to methodological inadequacies in the studies rather than a true impotence of the programs.

Notes

1. George Washingotn University, *Final Report of Workshop on Accelerating the Preparation of Adult Educators* (Washington, D.C., September 7-9, 1965), pp. 41-44.

2. Coolie Verner, *et al.*, *The Preparation of Adult Educators. A Selected Review of the Literature Produced in North America* (Syracuse: ERIC Clearinghouse on Adult Education/ Adult Education Association of the U.S.A., 1970), p. 20.

3. *Ibid.*, pp. 22-23.

4. *Ibid.*, pp. 47-50.

5. Eleanor J. Hinsley, "A Study of Participants in the 1970 National Summer Institutes for Training Adult Basic Education Personnel" (unpublished Ph.D. dissertation, George Washington University, 1972), pp. 64-70.

6. *Ibid.*, pp. 71-85.

7. Emmett T. Kohler and Robert C. Maxson, "A Study of Selected Common Sense Correlates of Effective Adult Basic Education Teachers," Adult Educationl XX (Autumn, 1970), 168-178.

8. McKinley C. Martin, "The Association Between In-Service Training and Teachers' Perceptions of Selected Program Elements in Adult Basic Education," (Unpublished Ph.D. dissertation, Florida State University, 1972), pp. 75-96.

9. University of Missouri, *Adult Basic Education National Teacher Training Study. Part II: State of the Art* (Kansas City: University of Missouri, 1972), pp. 25-35.

10. *Ibid.*, pp. 53-54.

11. Greenleigh Associates, *Field Test and Evaluation of Selected Adult Basic Education Systems* (New York: Greenleigh Associates, 1966), pp. 89-98.

Bibliographies

There is no shortage of adult education and community college bibliographies. Some of the more helpful are listed in the annotated bibliography of this report. In the field of community colleges, the annotated bibliographies compiled by Burnett and by Rarig are comprehensive, but relatively old (1968 and 1966, respectively). Both are intelligently sectioned. The Junior College Research Review, published by the AAJC, provides a listing of more recent material.

In the field of adult education the most wide-ranging bibliography was compiled by the Region III Staff Development Project. It contains over a thousand entries of works whose relevance for adult education is sometimes obscure. It is not annotated nor divided into sections. The ERIC Clearinghouse on Adult Education has produced a number of bibliographies. All are annotated, and they come out often enough to be fairly current. The bibliographies by DeCrow and Grabowski are included in this listing.

The unannotated bibliography compiled by Kleis is quite comprehensive and is divided into twelve sections for easy reference. Two bibliographies with a regional emphasis were those by Jensen and by Syracuse University. Jensen compiled an annotated listing of 70 studies conducted in the mountain plains region. It is well organized. Syracuse put out a listing of 86 research and evaluation studies carried out by faculty and students.

Two bibliographies deal with the financing of adult education. Grabowski's 1970 article lists publications on federal funding available for adult education. Knox compiled abstracts of 30 articles on the financing of adult and continuing education. It is somewhat old, however (1965).

The University of Missouri, as part of an evaluation of ABE teacher training institutes compiled 278 abstracts and 134 unannotated references of works pertaining to the training of ABE teachers. Within sections, articles are listed by year, which makes it hard to find particular articles.

Directories

Anyone desirous of a listing of adult education programs has a number of documents he may turn to. Three documents list federal programs in support of adult education. They are put out by USHEW, the National Advisory Council on Adult Education, and AEA. Of the three, the AEA book lists more programs (150), and gives more information for each program than the other two. Paisley compiled a list of 949 institutions providing some form of education for adults (including regular high school and college programs, as well as "adult education programs). She estimated this list includes about half of all lifelong learning programs in the U.S.

The National Advisory Council on Adult Education also published a brief description of 36 national organizations in the field of adult education. It is limited to those instituitons which participated in the Galaxy Conference in 1969. NAPCAE publishes yearly a very useful directory of adult public school and continuing education personnel.

Two publications list post-secondary institutions. The eighth edition of American Junior Colleges, edited by Gleazer, contains descriptions (purpose, offerings, academic, and financial information) of all 811 accredited two-year institutions in the U. S. The USHEW has published a directory has published a directory of non-collegiate postsecondary programs in career-related fields. They are listed by city.

Directories go out of date very fast, of course. The AEA directory of Federal programs and the Gleazer listing of two year

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colleges are both over two years old, and are included in our bibliography only because they are the most comprehensive in their areas. All the other documents listed here are less than two years old.

CHAPTER IV

CALIFORNIA CASE STUDY

Introduction

California, the third largest state, is the most populous with 19,953,000 inhabitants recorded in the 1970 census. The rapidity of population growth in California dates back to 1946 when a high birth rate and unprecedented migration were accelerated. The rate of growth between 1960 and 1970 was 27 per cent.[1]

California is a study in contrasts. These contrasts are symbolized, not only by the fact that the highest and lowest points in the Continental United States can be found in its topography, but also by the concentration and pluralistic nature of its population. Ten Standard Metropolitan Statistical Areas districts and nine nonmetropolitan areas make up the ten State Economic Areas. These areas vary geographically from 985 square miles to 48,803 square miles, representing 31 per cent of the total state area. The range is also striking with approximately 35 per cent of the total population contained in the Los Angeles and Orange County area.

The 1970 census indicated that out of a total population of 19,957,304, some 15 per cent (3,101,589) were classified as Spanish-speaking. Its Black population (1,397,138) comprised 7 per cent of the total population in 1970, reflecting a 30.7 per cent increase from the year 1960. Japanese Americans numbered 212,121, Chinese Americans, 170,374, and Filipino Americans numbered 135,641. The

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[1] U.S. Bureau of the Census, Statistical Abstract of the United States: 1971. 92d edition. (Washington, D.C.: U.S. Government Printin Office, 1971), pp. 12-13.

The American Indian population numbered 88,271.[1]

Although California ranks eighth among the states in its per capita personal income, the state spends over two billion dollars on public assistance with 9.6 per cent of its citizens found in 1969 to be below the poverty level.

According to the 1970 bensus there were 5,367,212 persons aged 16 and over in California who did not have a high school diploma. Included in this figure are those students aged 16 and over who are currently enrolled in high school. Of the age group 20 and above there were 4,366,921 who did not have a high school diploma or equivalent. Approximately 5.7 per cent of those 25 years of age and above have completed no more than five years of schooling. Over one-third (37.4 per cent) of those aged 25 and over have not earned a high school diploma.

The educational system in California is not only the largest of any state but also is characterized by the very heavy and historically early commitment to public education. The 1970 census showed 5,042,000 students were enrolled in the elementary and secondary schools and 1,256,000 students were enrolled in higher education.[2]

The public educational system in California is organized under four boards: The University Regents; State College Trustees; Community College Governors; and the State Board of Education.

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[1] National Advisory Council of Adult Education, Adult Education: State Demographic Data, Washington, D.C., October, 1973, p. 17.

[2] Statistical Abstract: 1971, op. cit., p. 127.

Coordination of higher education is the function of the Coordinating Council for Higher Education which listed 95 community colleges (there were 99 in 1973) in 68 community college districts (69 in 1973), 19 state colleges, 9 campuses within the University of California, 69 private institutions of higher education, 8 business schools, and 22 other institutions of higher learning in its 1972 Directory of California colleges and universities.[1] Vocational education which is organized under its own board and located in the State Department of Education relates to the Board of Governors through a Vocational Education Advisory Council organized in 1968 when the Board of Governors was formed and the community colleges were transferred out of the State Department of Education.

Coordination at the local level has only recently been formalized. Within adult education the conflicts arising between the secondary district adult schools and the community college had been exacerbated by the arrival of Regional Occupational Centers as well as the stabilizing of economic support and the growing competition for students. In 1972 a coordinating structure was mandated by the State legislature which required the local community college and secondary school district adult educators to form Area Adult and Continuing Education Coordinating Councils to work out a coordinated approach to organizing the delivery of services. Issues which cannot be resolved locally are to be referred to the Board of Governors and the State Department of Education for final resolution.

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[1] Directory of California Colleges and Universities, Coordinating Council for Higher Education, Sacramento, California, January, 1972.

In order to facilitate coordination of adult education at the state level, the respective boards of the community colleges and the secondary system each were required to develop advisory groups. The Adult Education Advisory Committee to the State Board of Education and the Chancellor's Advisory Committee of Continuing Education meet separately but did participate in a Joint Advisory Committee on Adult and Continuing Education to produce plans for local coordination embodied in Chapter 701 of the California Statutes of 1972 (SB 94).

The size and complexity of the educational structure and its coordinating mechanisms are a tribute to the commitment of California to public education at all levels. This commitment to education in terms of public dollars has also characterized the adult educational programs offered in California. Much of this adult education is carried out in the public schools, dating back to 1856, and in the public junior colleges, the first one of which was organized in 1910.

It is not surprising with this long history of public support for adult education along with the striking diversity of populations and their geographic conetration that the conflicts and issues central to this study are most sharply delineated in California.

Historical Development

1856 to 1963

California is a state with long-standing traditions of involvement in adult education. John Swett, a public school teacher who later became Superintendent of Public Instruction, began teaching night school in the basement of St. Mary's Cathedral in San Francisco as early as 1856.[1] By the end of the century, numerous evening schools were operating within the state. Reflecting its institutional sponsorship from 1856 to 1902, the curriculum followed closely the curriculum of the elementary schools. But gradually as adult education gained status, a distinctly adult curriculum was added to the elementary subjects taught and in 1902 the amending of the State Constitution guaranteeing state support of high schools had a stimulating effect on the growth of adult education.

In 1907 the San Francisco Board of Education brought a suit against the state for its financial support of the adult high school; the State Supreme Court established the right of evening schools to exist as separate entities and to receive state support. The decision further stated that such schools must maintain "grades of instruction" as required by high schools, thus introducing a concept of graded classes.[2]

Another key piece of legislation passed in 1907 established the right of public school districts to offer "courses of study (approximating) the first two years of university work" in high schools which opened the way eventually for grades 13 and 14 to be added to the curriculum as a junior college extension of the high school. In 1910 Fresno Junior College was organized and shortly thereafter (1916) fifteen other high school districts followed suit.[1]

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[1] Joseph Getsinger, "The History of Adult Education in the Public Schools of California" as summarized in Development of Adult Education in California (Sacramento: State Department of Education, Vol. XXVI, No. 13, December, 1957). Much of the history of the public schools has been extracted from the above document.

[2] *Ibid.*, pp. 6-7.

However, neither the high school nor the junior college was receiving adequate financial support. This fact led to legislation in 1915 which required every county to set up a school fund to reimburse the high schools sixty dollars per unit of Average Daily Attendance (ADA) in addition to the thirty dollars supplied by the state. In order to encourage an orderly development of junior colleges, the Ballard Act (1917) authorized the same state and county support of junior college ADA as high school ADA. At the same time, since some colleges appeared to have an insufficient base for continued existence, restrictions were imposed on the initiating of a junior college program unless the assessed valuation of a district was three million dollars.

In this same year (1917) legislation, which was significant because it established a legal basis for classes for adults[2] in public schools, authorized the formation of special day and evening classes for persons not attending schools. Two years late, the Part Time Education Act required such classes to be offered for youth 14 to 18 and in selected areas for 18 to 21 year olds.

The year 1921 saw three important events which were to strengthen considerably both adult education and the development of junior college programs. The State Board of Education was formed with the Superintendent of Public Instruction as its administrative officer thus creating a force for the developing of all education at the state level. One specific act of this Board was to encourage school districts to hire an adult education administrator.

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[1] William Morsch, State Community College Systems: Their Role and Operations in Seven States (New York: Praeger Publishers, 1971). (Much of the history of the development of the California Community College was drawn from this reference.)

[2] The term "classes for adults" is used in California to mean those classes organized for adults which through ADA qualify for state reimbursement.

Classes for adults were given support in two ways. Legislation was enacted requiring local school districts to offer Americanization classes on the demand of 25 persons and at the same time state bonuses were authorized for classes for adults which in effect allowed a district to provide education for adults at no direct cost to the district.

The growth of junior colleges was strengthened by the passing of the District Law Act. This act provided for (1) three types of districts sponsoring junior colleges (a) coterminous with a high school district, (b) a union district composed of contiguous high school districts, and (c) a county district; (2) a required assessed valuation of ten million dollars and a district high school ADA of at least 400; and (3) an increase in state aid to $100 per ADA plus a flat grant of $2000 per year per college. This act was important because it identified the junior college as a part of the public school system and provided for stable and orderly development of the colleges. Of the fifty colleges formed between 1910 and 1930 out of single high school districts only nineteen survived in that form. Both the requiring of scale in district wealth and students and the increased state support were evidently key points in the emergence of the junior colleges. This more viable way for forming junior colleges through the junior college district was elaborated by the Educational Code of 1931 which laid the essential basis for the development of colleges found today.

This elaboration consisted of legislation authorizing junior college districts to: (1) levy a tax of 20 cents per $100 of assessed valuation; (2) charge districts not maintaining a junior college tuition for the education of students from their districts; and (3) establish a maximum tax rate of 35 cents per $100 of assessed valuation for junior college programs. This local taxing authority stimulated the development of junior colleges since at no time until the passage of SB 6 in 1973 had state support for the two-year college exceeded 33 per cent of the program costs. (Under SB 6 the State contribution was raised to 42 per cent.)

The Depression Era saw large amounts of federal funds being utilized in the public schools for adult education with a corresponding growth in numbers, development of curriculum and personnel resources, and the strengthening of vocational education through the adding of distributive education (George-Dean Act).

Vocational education which initially became visible with the appointment of a commissioner of vocational education in 1913 has enjoyed a steady growth since 1917 when the necessary state structure was organized to meet the requirements of the federal vocational acts. The growing public school adult structures and the emerging junior colleges developed together with vocational education so that the comprehensive nature of both programs was said to be enhanced. Morsch makes the point that unlike the situation in some other states, California community colleges have not had to fight the battle of giving a berth and status to technical-occupational programs because of these early commitments to comprehensiveness.[1]

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[1] Morsch, op. cit., p. 25.

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Presently some 20 per cent of state enrollments in vocational education come from the adult education sector and this rather large commitment to adults in 1970 may emanate from a philosophy expressed by the commissioner of vocational education in 1920 when he wrote "we accept in principle that the public schools should provide opportunity for all citizens regardless of age, to secure education that will qualify them better to perform any and all of the duties and responsibilities of citizenship."[1]

If the depression years signaled an increased growth in enrollment as well as an elaboration of expertise and curriculum in adult education, the early thirties also was the time when adult education first came under attack by the state legislature with one basis of these attacks being that adult education was largely devoted to frills. In 1933 alone sixteen bills were introduced to limit publicly supported adult education. These attacks were countered by defenses, typical of which was a study sponsored by the California Association for Adult Education documenting the educative nature of the classes as well as the low cost to the state and local areas.[2]

The ability of the adult educators through the professional association to present their case to the public through a documented study was in itself an unusual event in the year 1931. In 1926, just one year prior to the establishment of a Division of Adult Education within the State Department of Education and one year following the organization of the American Association for Adult

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[1] Development of Adult Education, p. 10.

[2] Ibid., p. 22.

Education, a conference of California adult educators met to consider a state plan for adult education developed by the soon-to-be-chief of the Division of Adult Education. The California Association for Adult Education began as a result of this State Plan and a more holistic philosophy of adult education as related to community growth emerged from the previous more narrowly conceived ideas of remedial education. This association established an office at Berkeley and actively operated until 1936-37.[1]

During the 1920's with some thirty junior colleges established in the state, section meetings of junior college presidents were also meeting within the High School Principals' Association. In 1929 this led to the formation of three regional associations of junior colleges. By 1947 these regional associations merged to become the California Junior College Association which played an important role in speaking for the colleges and their needs.

About this same time, Americanization teachers formed a section within the California Teachers Association which in 1933 also came to the defense of adult education with a pamphlet called "The Case for Adult Education."[2] This ability of those interested in adult education to group together when faced with an external threat was evidently much more marked in California than in any other state.

In 1936, a report issued by Paul Cadman, an economist from the University of California, suggested a different criticism of adult education. Cadman's analysis was based on conceptual problems i.e., where does the social responsibility of the educational program stop? He criticized the criteria for determining need and assessing productivity on the one hand and the existing operation on the other hand, where he noted that attendance was a function of public relations and that 65 per cent of those enrolled were gainfully employed. In answer to these criticisms the State Board of Education set up regulations requiring adult classes to have a stated educational purpose and that the class period be devoted to instruction. The Cadman report was never presented to the legislature and organized opposition ceased until 1944.

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[1] Ibid., p. 17.

[2] Ibid., p. 22.

During the war years adult education expanded greatly as public schools enlarged and extended their programs to meet not only civilian but military needs. In 1941 separate evening junior colleges were authorized and an evening school which met all the requirements could qualify both as a high school and a junior college. Legislation was also enacted at this time to allow adult schools to receive federal funds for national defense training classes.

Day time enrollments in junior colleges were dropping because of the war and since an adult ADA in the college was based on three hours while the same unit in the high school was based on four hours, some districts, having both a public school and a community college, transferred much of their adult program over to the junior college to take advantage of an increased income for the same number of students. The transference of adult programs became the basis for later allegations by public school personnel that the junior college initially became interested in adults only because of its loss of students enrolled in the academic program. This same allegation was to be repeated in the seventies.

In 1944 Bashore, an assemblyman on the legislative committee advocated a tightening of regulations because of the collection of federal and state monies for the same activity. This allegation brought about several bills to curtail state aid and obtain restitution of state funds. The death of Bashore caused the brunt of the opposition to lose its strength so that legislation enacted reflects compromises of the conflict. The 1945 legislation provided for "classes for adults" to be offered through the day or evening high schools or junior colleges, defined a new ADA formula based on three hours a day for both institutions, made provision for permissive tuition for all but selected classes, and dropped the bonus concept to an administrative increment attached to the first forty units of ADA.[1]

In 1947, when the foundation program was adopted for the secondary level, adult education was also included at the same rate as was awarded to the regular high school and junior college students. As a consequence, districts with large adult enrollments were able to reduce the amount of assessed valuation per ADA to the point where considerable amounts of state aid were available to them. Partly because of these unintended effects and because of a Senate investigating committee which reported alleged abuses of the privilege of adult education, the 1953 legislature curtailed the financial support for adults.[2]

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[1] Ibid., p. 30.

[2] "The Foundation Program Concept as Applied to Adult Education in California," Adapted from Edward V. Hurlbut, Financing Public School Adult Education in the State of California (unpublished Ph.D. dissertation) University of California, Berkeley, 1957, Chapter 3.

This 1953 Legislative action occurred at a time when the Legislature and the Governor were concerned about holding the line on state expenditures, but adult education, by taking advantage of new financing begun in 1946 and 1947, had demonstrated a rapid expansion, "having no limitations, as to enrollments or subject matter. . ."[1] Concerned about the $8.5 million cost of adult education to the state and interested in saving state funds, the California Senate appointed a five member committee to conduct an interim study to review adult education programs and to prepare a report to the 1953 Legislature. After surveying 134 high schools and junior colleges with over 60 per cent of all adult education enrollments in the state and identifying and reporting what appeared to be genuinely indiscriminate use of state funds for numerous leisure, recreation, arts and crafts, and entertainment courses, the Committee made the following initial recommendation:

> A state-supported adult education program should have as its primary objective, the development of a literate and productive society. To this end, the State has a responsibility to assist the public schools in providing adults with the opportunity to attain education necessary for individual literacy, citizenship and productiveness. Classes which are recreational or social or predominantly for entertainment or leisure time activities should not be conducted.[2]

Other recommendations included charging a minimal fee to adults, separation of adult enrollments from school age enrollments, state financing for adult education separate from other levels of education, elimination of adult education as a factor in determining equalization formulas for school districts, charging of "reasonable tuition fees," exclusion of all but regular school buildings for location of classes, elimination of courses which could be offered by volunteer groups or which only benefitted members of certain organizations. The Committee recommended that the Department of Education immediately move to regulate compliance of adult education with the initial recommendation listed above. It also recommended that "The Legislature should make a further study of this phase of education for the purpose of reviewing the effects of such legislation as may be adopted by the 1953 Legislature and to examine phases of the program not previously studied with the view of making recommendations for additional revisions of this program."

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[1] Senate Interim Committee on Adult Education, Partial Report (Senate Resolution 185), 1951, p. 22.

[2] *Ibid.*, p. 241.

As a result of this study, adult educators became embroiled in justifying their programs to the Legislature, course offerings were trimmed and the groundwork was laid for the concept of "defined adult."[1]

The modifications of funding brought about in 1953-54 in effect provided a limited foundation level program for adults introducing a concept of "defined adult." The modifications were: (1) that ADA from regular classes in the college and children in the public schools be separated from classes for adults; (2) and that the ADA be divided again into (a) students over 21 years of age enrolled in less than ten hours of class per week (defined adult) and (b) that all other student ADA be identified as "other than defined adult." The law further placed a ceiling on the amount of state support per unit of ADA for "defined adult" a district could receive.

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[1] *Ibid.*, p. 242.

During the fifties repeated efforts by the legislature to investigate misuse of state funds in frill courses by adult educators occurred. The California adult educators by this time were well organized. The California Council for Adult Education (organized in 1944), the California Association of Adult Education Administrators (organized in 1937) along with some powerful adult advisory committees about the state, successfully maintained the prerogatives of having state aid to support classes for adults.

In order to bolster support for classes for adults, a successful attempt by public school adult educators to gain a permissive ten cent per $100 assessed valuation local tax for adult education occurred in 1963. Since junior colleges were also part of the secondary school system, this right to tax locally accrued to these institution as well if the college was not in a unified school district (K-14). The junior college district had also obtained a community service permissive tax (5 cents per $100 assessed valuation) but its main source of income locally was in the 25 cent computational tax and ten cents statutory tax first defined by the Educational Code of 1931. Unified districts could also take advantage of the permissive five cent community service tax. The problems of the junior colleges, however, were not all financial and during the fifties, pressure to look at the entire higher education system was being placed on the legislature.

In answer to these pressures, a state liaison committee of the Regents of the University of California and the State Department of Education commissioned a "Survey" in 1947 to determine the state's needs in higher education. This Survey, or the Strayer

Report, showed that district junior colleges expended a total of over eleven million dollars in 1946-47 for the education of 53,747 students in average daily attendance at an average cost of $208.54. Junior colleges maintained by high school districts spent almost five million for 20,432 students in average daily attendace or a per student cost was $241.37. The Strayer Study recommended that junior colleges be defined as a unique institution in higher education. The result was the establishment of a Bureau of Junior College Education within the State Department of Education.[1]

No new approaches to junior college financing occurred as a result of the Survey, but with increasing enrollments following the Korean War a new study of needs was made and is reported in the Restudy of the Needs of California in Higher Education. This study noted that state support had greatly expanded since 1947, with 33 per cent of the total costs of the colleges being borne by the state at a cost of about $13.6 million.

The "Restudy" (1955),[2] the changing of titles by many colleges to community college, and the awarding of professional rank by some colleges indicated a move of the California colleges towards higher education and in 1960 the colleges legally became a part of the system of higher education, maintaining however their place in the secondary education system as well. The master plan called for an increased state support to reach 45 per cent by 1975 and a diversion of 50,000 students from the University and State College systems' 1965 projective enrollment.

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[1] Robert Palinchak, The Evolution of Community College (New Jersey: Scarecrow Press, Inc., 1973), p. 80.

[2] Restudy of the Needs of California in Higher Education (Sacramento: California State Department of Education, 1955).

1964 to 1972

A number of trends can be identified which will help one understand and put into perspective the more recent developments within adult education from 1964 forward. Some of these important trends which impinge on this investigation are, the firm establishment of adult education within the public school and the community college, the identity crisis of the junior--now community--college in terms of institutional alliance, the firm commitment to local taxes to support secondary and community college (but not State College and university) activities, the artifacts of definitions and nomenclature affecting adult education, and strong political alliances which have a long history of contesting for public dollars within the state legislature.

In the period between 1856 and 1964, adult education, first identified with elementary schools, became the prerogative almost exclusively of the high schools until World War II, when apparently for fiscal considerations many classes for adults were transferred to the junior college. The close identity of the junior college with secondary school districts appeared to encourage a sharing of functions which later would be hotly contested as these institutions were separated.

Following World War II, the increasing separate identity as a community college and attempts to identify upward with higher education culminated in the Donahoe Act whereby junior colleges were legally defined as a part of the system of higher education while remaining legally a part of the secondary system. The rapid growth of the community college and its political power can be attested by the colleges' gaining independent governance in 1967, the passing of the 1967 Junior College Construction Act insuring 50 per cent state support for facility development, and the passing in 1968 of a State Bond issue for 65 million dollars earmarked for junior college construction.

The period 1964 to 1972 not only produced an expansion of adult education with changes in the character of the adult offerings but also was marked by an intensification of the conflict between secondary schools and community college sponsorship. These changes are documented in this section and expanded on more fully in following sections.

Issues within the Community Colleges.- Through the sixties one finds a large expansion of community colleges which grew in number from 74 in 1964-65, to 82 in 1967-68, to 92 in 1970. By 1970 twenty of these colleges offered a "comprehensive program at both the secondary and community college level."[1]

Although state funding for community colleges has become decidedly improved community colleges have been asked to shoulder a larger proportion of college baccalaureate students than the increase in state funding supports. This heightens the growing conflict with the four year state institutions which enjoy a high level of state support. The community college literature points out that of every state higher education dollar in 1970 the community colleges received 13¢, the state colleges got 44¢, and the University got 43¢. At the same time community college enrollments are increasing at twice the rate of the state and university campuses combined. These factors mean that the community colleges "Short-changed in state operational support,--have been forced to resort to local voter-approved permissive tax increases beyond the statutory limit, and virtually all districts are levying to the full extent those approved increases."[1]

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[1] "A Statement of Policy Relating to Continuing Education," Committee on Educational Programs, n.d., Item #1.

The term "defined adult" has had some influence on the funding of adult education in California and has been a matter of some concern to leaders in the community colleges and school districts. A "defined adult" is over 21 years of age and is taking no more than ten hours of instruction per week. The legislature developed the concept of the "defined adult" as a means of providing for a part of the adult continuing education programs at a lower level of reimbursement per unit of average daily attendance than that used for full-time students and for part-time students who are under 21 years of age.

California adult educators have attempted unsuccessfully for some years to eliminate the "defined adult" category which would result in an increase in the level of state support. Such a change could be justified on the grounds that providing a high quality adult education program for two half-time students is not only as costly as serving one full-time student but also is likely to be even more expensive. Possibly the "defined adult" concept would have been eliminated if the national and state steps to reduce the legal age of adulthood from 21 to 18 had not been taking place. Within the community colleges the proportion of part-time students aged 18 through 21 has been increasing. As these students may be taking ten or fewer hours of instruction per week the colleges stood to suffer a loss in income if this group were to be regarded as falling within the "defined adult" category. To avoid the loss in income which would have followed the redefinition of the "defined adult" to include those 18 years of age and older, the community college leaders successfully worked for the passage of legislation which would retain the 21 year age level for "defined adults." It seems likely that both community college and school district administrators would have preferred to eliminate the "defined adult" category, but the total cost of such a move was estimated to be too high to be acceptable to the legislature. Accordingly the only action taken by the legislature was to preserve the 21 year minimum age for "defined adults," a step which prevented the community colleges from losing millions of dollars of state support. It seems likely that both the representatives of the community colleges and those of the unified and secondary school districts will work for the elimination of the "defined adult" category. So far their efforts have led to a minor increase in the value of a unit of average daily attendance for "defined adults."

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[1] "This Speaks for the Junior Colleges" (Sacramento: California Junior College Association, 1970), pp. 2-5.

The Committee on Educational Programs proposed the following working definition of continuing education which was adopted by the

Board of Governors of California Community Colleges:[1]

Graded classes - Classes organized primarily for adult students usually offered during evening hours and which meet all the following standards:

1. Organized to meet requirements as associate degree or occupation certificate and part of a course of study not to exceed 70 units.
2. Offered as described in a college catalog, a course outline is available, and course requirements and credit awarded are consistent with Education Code Section 22651.
3. Only students meeting prerequisites are enrolled.
4. Offered subject to published standards of matriculation, attendance and achievement.
5. Students are awarded marks or grades on the basis of methods of evaluation set forth by the college and subject to standards of retention.
6. Repeated enrollments are not accepted unless there are unusual circumstances.

Classes for adults - Classes given at any time of the day or evening which meet these criteria:

1. Designed primary for adults.
2. Do not necessarily require prerequisites before a student can enroll.
3. Are not necessarily part of an organized sequence of classes.
4. Class outline has been developed which shows stated educational objectives, standards of achievement and evaluation, and measures progress of student.
5. Not part of a graded program of Community Colleges.
6. Elementary and secondary school diploma programs and subjects if requested to do so by a secondary district.

Community service classes or activities - Boards of trustees of Community College districts are authorized to establish and maintain community service classes and activities as follows:

> Lecture and forum series, avocational and recreational type classes, and classes designed to provide instruction for physical, mental, moral, economic, or civic development.

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[1] Committee on Educational Programs, "Regulations Relating to Continuing Education," adopted by Board of Governors of California Community Colleges, September 12, 1971.

Adult continuing education programming is one of the avenues open to community colleges which are attempting to grow. Some community colleges absorbed the adult education programs of their local secondary/unified school districts and others initiated programs in competition with them. Prevented by tradition and forbidden by law from charging tuition to students who were minors, the districts turned to fees for adult students as a way of increasing income. A study by Wake in 1968 involved 79 of the 80 colleges which were then in operation. His data indicated that 33 community college districts were charging adults fees for graded courses and 31 were charging fees for "ungraded." Evening students were being assessed student body fees by 39 districts. "This represents a dramatic increase in junior college charging of fees," Wiser said to the Senate Education Committee even though he presented no comparable data for any previous period.[1]

Abrams and Royce noted in 1969 in a report on continuing education that while half the community colleges cling to a no tuition policy, "several admit that they may be forced to it." Some who have recently initiated or raised fees reported few adverse effects; they felt that most adult students could afford an average of $12 to $15 per course and that the fee represented a test of their sincerity in wanting it.[2] Fees for classes for adults average no more than $3 to $5; however community colleges do charge more for community service classes in order to be self-supporting without state reimbursement.[1]

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[1] Reported by Harvey D. Wiser, "Tuition Trends in Community Colleges," Exhibit 4 at Senate Education Committee, n.d.

[2] Janet Abrams and William S. Royce, "Continuing Higher Education in California" (Sacramento: Coordinating Council for Higher Education, January, 1969), p. 56.

An October, 1970 report of the CCHE indicated that fifty per cent of all adult programs were charging fees in 1969-70 at an increased rate from the previous year but no breakdown in these figures between secondary adult schools and community colleges was made.[2]

The use of permissive override taxes was another way community colleges attempted to support their growth. In 1969-70 sixty per cent of the junior college districts (68), a 15 per cent increase since 1968-69, were utilizing the adult education ten cent permissive tax. The average rate in this year was 5.7¢, an average 1¢ increase over the previous year.[3] Even though 40 per cent of California Community College Districts were not utilizing the 10 cent permissive override tax for adult education, representatives of the districts which were taking advantage of it appeared to be developing a growing commitment to this area of work. One of the facts which confounds the interpretation of the data on the use of the adult education override tax is that some districts drew upon their general tax revenue to support adult education and may not have felt any need to spend so large an amount of money as to require the use of the special tax. Some County councils have ruled that permissive override taxes cannot be levied unless the district is already taxing to the limit of its general taxing authority. In such districts adult education programs may have been funded partially or entirely by general tax revenues.

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[1] Letter from Dale Collins, Specialist in Academic Affairs, Chancellor's Office, California Community Colleges, Sacramento, California, December 26, 1973.

[2] CCHE, "Status Report on Continuing Education," October 21-22, 1970.

[3] Ibid.

Though written documentation was hard to obtain, testimony was offered by both state and local officials in both institutions that the community colleges were diverting funds originating from the ten cent permissive tax override for purposes clearly other than adult education. Generally consistent with the philosophy that everything performed by the community college is adult education (education of adults), local community college districts were able to obtain a county council's opinion that declared it legitimate to utilize the adult education tax to augment the state's foundation rate for their regular 13th and 14th grade level program. In many cases, the absorption of the ten cents was effectuated by the community college declaring the extended day (otherwise credit) program enrollment to be 75% or more adults. Regular community college students could then by petition obtain academic credit toward graduation through their attendance in such a class. At a time when increases in state funding were not keeping abreast with the expanding numbers of students, and corresponding financial commitments, the community colleges discovered that, with the combination of the ten cent tax and the lower foundation, they could be better off than with the so-called regular foundation program.

Since the adult education tax was a local matter and it had been enacted before the organization of the Board of Governors of the California Community Colleges, the Board assumed a stance of noninvolvement. Without the use of the adult tax, according to repeated testimony some colleges would have been incapable financially to sustain such things as faculty raises. If the practice had been challenged, many community colleges would have been forced into bankruptcy due to a long-standing dependency upon the additional and apparently irreplaceable source of income. With the passage of SB 90, community colleges were permitted legally to draw upon that ten cents formerly, but no longer, marked for adult education.

This phenomenon, of course, was not confined exclusively to the community colleges. Firsthand reports were received on at least one public school district and second-hand information was received relative to the utilization of funds generated by adult education, either from the ten cent tax override or from state-awarded reimbursement for ADA generated by adults for portions of the regular K-12 program. Ironically enough, investigating in its *Partial Report*, the Senate Interim Committee on Adult Education in March, 1953, stated in its fourth recommendation that,

> . . . Adult ADA should be counted for the purposes of the general educational fund *after which the excesses which accrue by reason of such enrollments should be diverted to the educational program most in need of assistance*, which, at the present time, is the elementary school program. [Italics added.]

Both institutions seemed to exhibit a range of adherence to this principle. In fact, it is a commonly accepted educational management procedure, when various courses of instruction with variable costs qualify for equal amounts of reimbursement, to have courses which generate funds in excess of costs pay for the more expensive courses.

There is evidence, at least at top leadership levels, that California colleges like their counterparts in other states, are moving philosophically from an academic orientation to a more comprehensive viewpoint. As early as 1964, Toews,[1] Chief of the Bureau of Junior College Education, argued that college curriculum should be based on the needs of people rather than on an arbitrary standard of age and time devoted to study. He therefore suggested that adult be defined as any person over 18 or who has a high school diploma. In other words, the college's clientele were all adults needing a variety of curricula depending on their needs. He further argued that "special" or "part time" status might have some function in the reporting of enrollments but never should be used to determine the types of classes or financial support they would receive.

Issues in Secondary School Adult Programs.- The arrival of ABE federal funds, along with other sources of federally funded programs such as MDTA, increased vocational funding for adults, and WIN, not only stimulated an increase in the size but also changed the character of the program. Especially significant was the increase in elementary and vocational education. During this period (1964-65 to 1970-71) elementary education enrollments increased from 1.2 to 12 per cent of total secondary adult school enrollments. The increase in vocational funding for adults affected especially large urban areas where occupational and manpower centers were organized for the educationally and vocationall disadvantaged adult.

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[1] Emil O. Toews, "Definition of Adult Education," in a memo to Dr. William B. Spalding of the CCHE dated August 20, 1964.

Typical of these changes could be seen in Los Angeles which has the largest public school adult education program in the nation. Starting in 1967 to early 1972, the three Regional Occupation Centers (ROC) and three Regional Occupational Programs (ROP) grew from zero students to a level of serving 40,000 students per year. The success of these programs caused a new policy statement to be issued on October 28, 1971 unanimously approved by the Los Angeles Board of Education.

"We believe that it should be the policy of our school district to provide career education for all youth and adults of the district to the end that--no student drops out of school who is not prepared to enter the world of work.

--"No student graduates who does not have salable skills for productive work or college education.

--"No adult is denied an educational opportunity to become properly employed."[1]

The primary characterization of secondary school adult education during this period appears to be a continuing struggle for survival. This is not a new issue for the adult schools but the sixties brought a much different set of circumstances. First the separation of the colleges from the secondary system had an unusual effect on adult continuing education programs since previous to the separation there was one common clientele that both institutions

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[1] 16 to 60, Regional Centers and Programs (Los Angeles: City Unified School District, 1972).

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served. Up until 1968 adult enrollments, whether in colleges or adult schools, were reported to the Bureau of Adult Education. The fact that adult education in both institutions was marginal was an accepted fact and one which may have placed pressures on adult education personnel to band together in associations and to create special interest groups to deal politically with those adverse to publicly supporting the education of adults.

With the institutional separations, it appears that adult programs, both academic and vocational, tended to become pawns to much larger institutional needs of financial support for large urban secondary schools and the aspiring growing community college. The leadership, which had been a product of adult programs operating on the margin, in the thirties, forties, and especially the fifties now began to be fragmented and to turn to contesting with one another.

In summary, adult education from 1964 to 1971 saw many changes in programs and in the infrastructure which surrounced it. The size of the enterprise has grown markedly, even though separated by its two institutional sponsors.

Growth of Adult Education

Adult schools and programs had enjoyed a steady and healthy growth rate up until 1970. This growth can be seen in Table IV-1.

It is clear from these data that some secondary school adult programs moved to the community colleges in 1967-68. So that while there was continued growth especially in secondary districts developing independent adult schools rather than simply having classes for adults, in terms of adult ADA the secondary schools are struggling to hold their own. The relative growth changes in public school and community college adult education were exaggerated both in 1964 when the San Diego program was transferred from the unified school district to the community college district and in 1970-71 when the San Francisco program shifted. These transfers appeared to exert a marked influence on statistical reports of adult continuing education programs because the numbers were subtracted from the secondary/unified district totals and were also added to the community college district totals.

TABLE IV-1

DISTRICTS REPORTING ADULT PROGRAMS TO THE BUREAU OF ADULT EDUCATION 1964 TO 1972

	1964-65	1966-67	1969-70	1970-71	1971-72
Secondary Districts with Separate Adult Schools	151	157	179	183	193
Secondary Districts with Classes for Adults	142	144	112	113	104
Total secondary districts with Adult Programs	293	301	291	296	297
Junior College Districts with Classes for Adults	60	62	0	0	0
Total Units of ADA			117,947	110,890	119,639
Defined Adults	N/A	N/A	62,709	55,400	62,224
Other than Defined Adults	N/A	N/A	55,238	55,490	57,415

Junior College Districts stopped reporting their adult continuing education statistics to the State Board of Education and began reporting to the Office of the Chancellor of the Board of Governors in 1969-70. Hence no statistics on the junior college programs were presented by the Bureau of Adult Education.

For fall, 1964, Stanley Sworder, Chief, Bureau of Adult Education, reported that 587,094 different adult students accounted for 763,366 unduplicated enrollments in both the secondary schools and the junior college.[1] Academic subjects, including elementary studies, English, foreign languages, mathematics, sciences, social sciences and fine arts accounted for 40 per cent of the enrollments while vocational areas of instruction accounted for 31 per cent of the enrollments. Elementary education enrollments were 1.4 per cent of the total. In this year 1588 elementary certificates, 13,040 high school diplomas, and 2,717 Associate in Arts degrees were awarded to adults. The number of certificates represented a growth of 17.6 per cent over the previous year.

The above statistics represented activities carried out in 151 adult schools with 125 full-time administrators, 142 day high schools, and 60 junior colleges. Salaries of full-time administrators averaged 14 to 15,000 dollars while the median salary of teachers was in the $5.50 to $6.00 range with pay rates usually higher in the junior colleges.

Fall enrollments as reported by Sworder are shown in Table IV-2. Since junior colleges and the secondary system in 1964 both reported to the State Board of Education the following breakdown of figures for evening high schools and classes for adults in evening junior colleges are combined.

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[1] Stanley E. Sworder, "Adult Education in California: A Statistical Summary," California Education, Vol. II, No. 10, June, 1965.

TABLE IV-2

ADULT ENROLLMENTS - FALL, 1964

	Day High Schools	Evening High Schools and Jr. College Classes for Adults	Jr. College Classes for Adults	Jr. College Graded Classes	Grand Total
Enrollment Totals	27,981	456,675	75,425	203,285	763,366

These figures given by Sworder might be the starting point for documenting the growth of adult education from 1964-65 to 1970-71. However, the figures reported by Sworder on the Bureau of Adult Education are different from those reported by the State Department of Education in their annual report which, again, are different from the Coordinating Council of Higher Education (CCHE) reporting on continuing education in the junior college for that same year. In all cases these figures are unduplicated fall head count. The distinction in the way these figures are reported, and all come ultimately from one source, is the different definition utilized for adult.

The Bureau of Adult Education reports by program identification and ignores the "defined adult" category which is logical since for the adult educator that term only has value for computing differential reimbursement. The State Department of Education reports enrollments by grade level except for reporting adults in junior colleges which is then reported as "defined adult." The CCHE tends to view enrollments in terms of credit (graded - non graded) and full-time/part-time students. However, the "defined adult" makes heavy inroads on financing patterns and so this category is separated out along with non-graded courses as being adult when the CCHE attempts to document continuing education.

In order to place Sworder's report in context with comparable figures of adults as organized by the State Department of Education (SDE), adult enrollments are reported in Table IV-3 for the years 1948 to 1967 in five year increments. Nineteen forty-eight is the first year the State Department of Education's reports separate out adults; 1967 is the last year junior colleges reported to the SDE and 1964 has been inserted since it is the base year of this inquiry.

In the report total fall adult enrollments in 1964 are 587,094, using the definition that persons not enrolled in regular K to 12 or "special programs" in the high school are adults and only the "defined adult" is counted as an adult in the junior college regardless of his enrollment in a graded or non-graded program. Thus Sworder reporting 763,366 found 176,624 additional adult enrollments when he ignored the "defined adult" category. His figures possibly counted extended day graded program as all adults.

CCHE reports on all junior college enrollment in 1964 and though the reason for the report is to discuss continuing education no specific categorization is made for adults. The only way one can possibly compute adult enrollments given these figures is to take the count on the ungraded courses and add the "defined adult" to

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TABLE IV-3

GROWTH IN FALL ENROLLMENTS OF ADULTS IN SECONDARY SCHOOLS AND JUNIOR COLLEGES AND JUNIOR COLLEGE ENROLLMENT EXCLUSIVE OF ADULT, 1948 TO 1967[a]

	YEAR						
	1948	1950	1955	1960	(1964)	1965	1967
Secondary Schools	222,686	295,289	245,567	312,145	362,771	345,426	381,599
Junior College Defined Adults in Graded and Non-graded Classes	41,778	56,391	111,774	188,485	224,323	253,769	285,935
Total Adults	264,464	351,680	357,341	500,630	587,094	599,195	667,534
Junior College Grade Exclusive of Defined Adult	68,944	78,194	99,410	151,564	249,178	289,456	324,834

[a] Figures taken from tables prepared by the Bureau of Administrative Research and District Organization of the California State Department of Education.

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the graded courses which will underestimate the total number of adults. These data are shown in Table IV-4.

What the CCHE data show is that in 1964-65 the "defined adult" enrollment in graded classes (169,213) is 41 per cent of the total graded enrollment (411,338). "Defined adults," other than adults over 21 and taking 12 hours or more, or over 21 and taking between 10 and 12 hours together, account for 92 per cent of the total enrollments in non graded classes (57,125/62,163). Therefore it is clear that mature adults in terms of enrollment made up the majority of students enrolling in the community college in 1964. No data were available on the amount of ADA accounted for by mature adults but because of the part time nature of much of the mature adult enrollments it is assumed that youth and young adults (under 21) accounted for the larger number of ADA units. The CCHE report further indicated that there were 74 public junior colleges in 1964-65; however, only 60 colleges were reported by the Bureau of Adult Education as having adult education classes in addition to graded classes which enrolled "defined adults." The mean teachers' salary was reported as $6.58 per hour, up nine per cent from the previous year.

It is concluded, then, that in 1964 somewhere around 600,000 adult students accounted for approximately 750,000 fall enrollments in adult education in both the public schools and the community college. Of this total amount, community colleges accounted for a minimum of 226,338, not counting those students over 21 in graded courses in junior colleges who took more than ten hours of classes. It could be inferred that adult enrollments were fairly equally

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TABLE IV-4

FALL ENROLLMENTS IN 74 JUNIOR COLLEGES IN 1964-65[a]

Graded Classes

	Full time	Part Time			Grand Total
		Defined Adults	Others	Total	
Fresh	114,492	111,887	69,719	181,606	296,098 (72%)
Soph	36,460	38,311	17,891	56,202	92,662 (23%)
All others (have received AA degree or higher degree)	1,449	19,015	2,114	21,129	22,578 (5%)
Total	152,401	169,213	89,724	258,937	411,338

Non Graded Classes

	Full time	Part Time			Grand Total
		Defined Adults	Others	Total	
Minors	269		4,739	4,739	5,008 (8%)
Adults	710		1,335	1,335	2,045 (3%)
Defined Adults		55,110		55,110	55,110 (89%)
Total	979	55,110		61,184	

Grand Grand Total 473,501

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[a] Source: Status Report on Continuing Education Programs in Higher Education: A Report to the State Committee on Continuing Education, Coordinating Council for Higher Education, September 27-28, 1965.

distributed in the two institutions with probably a higher adult student ADA accruing to junior colleges. Elementary education enrollments in the fall of 1964 were 10,852 in both institutions. Separate figures for the two institutions are not reported.

Sworder reported that 1.4 per cent of total adult enrollments in fall 1964 was for elementary education. In 1964-65, $1,077,491 of new money for ABE became available through Federal funds. State and local contributions were reported as $2,631,204 for a total of $3,703,695. In 1970-71 those figures had increased to $2,189,665 (federal), $3,426,301 (state and local) for a total of $5,615,966 spent on ABE. No enrollment data were available for 1964-65 (at the state or federal offices of education); however, data for 1966-67 through 1971-72 are reported in Table IV-5 for ABE enrollments.

According to Sworder, elementary subjects accounted for 1,068 fall enrollments or about 2,100 enrollments annually. By 1966-67 ABE enrollments were 28,795 and had reached 57,278 by 1970-71. The 1966 report of the Bureau of Adult Education stated that in October 1966 there were 15,186 students enrolled in elementary subjects. It would appear, then, that very little ABE was occurring in California prior to the advent of federal funds. (These data are contrary to information gathered in interviews.) In terms of these figures 1,068 fall enrollments in 1964 had increased to 15,186 enrollments in 1966, a 1,321 per cent increase in the period of two years. In 1970 in secondary adult schools alone, 11 per cent of the total annual enrollments (1,232,480) or 138,294 ABE enrollments were reported. This would indicate that

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TABLE IV-5

ENROLLMENTS FUNDED UNDER ABE FEDERAL FUNDS
1966-67 TO 1971-72

	1964-65	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72
Total Enrollment		28,795	34,386	50,378	55,111	57,278	70,472
Grades 1-3[a]		23,296	23,726	41,404	42,738	48,530	44,888
4-6		2,952	5,502	5,626	8,261	3,859	25,584
7-8		2,547	5,158	3,348	4,121	4,889	--
Whites		2,036	5,502	24,749	28,817[b]	29,443	10,724
Blacks		2,464	5,158	4,322	5,511	4,696	4,093
Oriental		1,965	4,126	6,547	7,315	10,253	7,261
Spanish		9,216	19,600	25,599	31,966	32,534	47,708
Indians		39	544	165	551	286	686
Welfare		7,250	8,940	6,948	8,817	9,679	9,514
Migrants		3,000	---	1,912	881		

[a] ESL counted here as it is ungraded.

[b] Includes 12,517 Spanish.

[c] Includes 12,601 Spanish.

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federal ABE monies had stimulated such growth in this area of adult education that within six years the same 2,000 enrollments had grown to about 138,000 with only some 70,000 receiving federal support.

In Table IV-6 growth in all adult education in the junior college is reported for the period 1964 to 1971. Junior college data were available for 1968, 1969 and 1970 fall enrollments and were estimated for 1964. Secondary adult school data were available for fall enrollments in 1967 and 1970 and were estimated for 1964. These data appear in Table IV-7.

TABLE IV-6

JUNIOR COLLEGE OCTOBER ENROLLMENTS IN UNGRADED CLASSES AND GRADED CLASSES THAT ENROLL 75% ADULTS

	1964-65	1968-69	1969-70	1970-71
Ungraded Classes	62,163	111,028	193,630	332,731
Graded Classes with 75% Adult	169,213[a]	274,448	287,662	202,548
Totals	231,376	385,476	481,292	535,279

[a] "Defined adult" figure in graded classes is used here and is not strictly comparable to graded classes with 75% adults. Sworder reported 203,285 in this category.

TABLE IV-7

SECONDARY ADULT SCHOOL OCTOBER ENROLLMENTS AS REPORTED BY THE STATE DEPARTMENT OF EDUCATION

1964-65	1967-68	1969-70	1970-71
362,771	381,599	NA	367,923

In fall 1964-65 approximately 594,147 adults (Tables IV-6 and IV-7) were enrolled in both junior college and secondary school adult education with 61 per cent of the enrollments occurring in the secondary adult schools. In 1970-71, 903,202 adults were enrolled in the fall in the two institutions with 41 per cent of enrollments in the secondary adult schools.

Does this mean that adults in California are electing to go to the community college rather than the secondary adult school program? The answer is no, not necessarily. The 1969-70 San Francisco and San Diego data representing 115,451 enrollees and 149,287 annual enrollments or 14,959 ADA units were reported to the State Department of Education. Included in these figures are 28,113 ABE students. In 1970 these enrollments were reported to the Board of Governors with relatively few changes in personnel, curriculum, or place of classes. Even if the total enrollments were divided in half to approximately 75,000 fall enrollments this would mean that the college fall enrollments would increase to 442,923. This would mean that 51 per cent of the enrollments were in the junior college but that adult fall enrollments had dropped by 21,013 or a 4.4 per cent decrease drom the previous year.

In 1970-71 the Bureau of Adult Education indicated that ABE is 138,294 or over 11 per cent of their total enrollments. The community college in this same year reports 3,995 enrollments in ungraded elementary education and 208 enrollments in graded elementary education which accounts for less than 1% of the total fall enrollment. It is unclear as to how the 28,173 ABE students transferred to the community colleges in San Diego and San Francisco in

1969-70 were accounted for in these 1970-71 figures.

The total growth in terms of fall enrollments in both the secondary adult schools and community college continuing education can be seen in Figure IV-1.

In Figure IV-1 two striking observations can be seen. First, the college ungraded enrollments in 1970 increased dramatically and graded classes with 75 per cent adults declined and were substantially lower than ungraded enrollments for the first time. Secondly, and this fact is related to the previous observation, for the first time secondary adult schools declined in enrollments in 1970 - the first year San Diego and San Francisco enrollments were reported to the Chancellor's Office.

The overall impression is that adult education in the secondary schools is leveling off and community college continuing education continues to grow but is characterized more by ungraded courses.

The leveling off of adult education in the secondary schools, however, must be tempered with the realization that some 20 junior college districts now offer all adult education programs within their districts and an as yet undetermined percentage of these districts represent programs which were developed and previously sponsored by secondary schools.

Table IV-8 shows adult enrollments by program area and relative increases and decreases in percentage per area over time. Care must be taken in reading Table IV-8 since the first three columns show adult enrollments in the fall for the secondary school system and community colleges combined. The second three columns show annual enrollments for three selected years in the secondary school,

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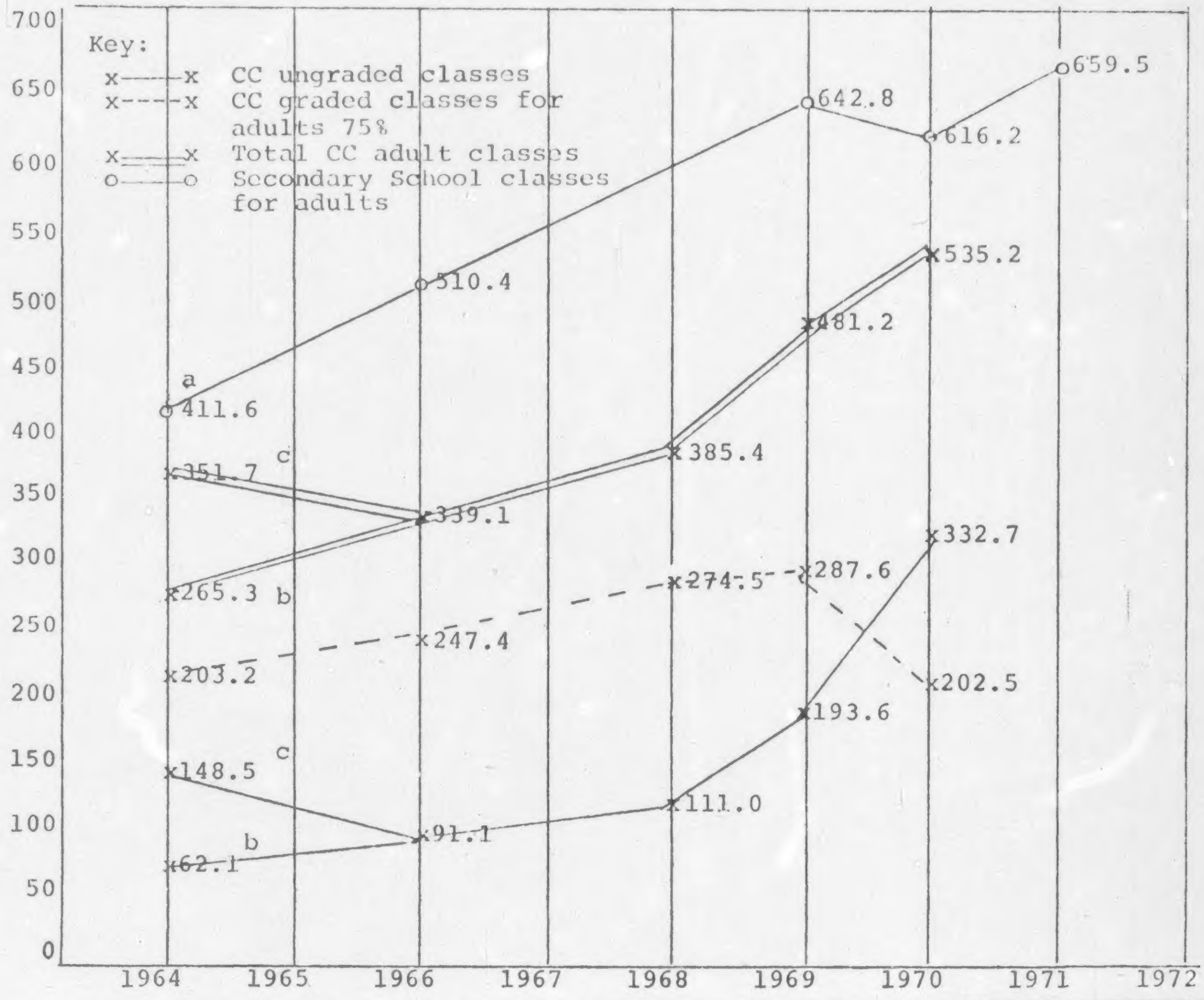
FIGURE IV-1

FALL ENROLLMENTS IN SECONDARY SCHOOL AND COMMUNITY COLLEGE ADULT EDUCATION PROGRAMS



[a] Per Bureau of Adult Education, See Table IV-2. 84% of 456,675= 385,607 + 27,981= 411,588.

[b] Per CCHE statistics.

[c] Per Bureau of Adult Education. See Table IV-2. 16% of 456,675= 73,068 + 75,425= 148,493.

TABLE IV-8

FALL AND ANNUAL ENROLLMENTS BY SUBJECT AREA IN PUBLIC SCHOOL AND COMMUNITY COLLEGE ADULT EDUCATION FOR SELECTED YEARS

Subject Area	Secondary School and Community College Graded and Non-graded Classes					Secondary School Adult Education					
	Fall Enrollments					Annual Enrollments					
	1960-61	1964-65		1966-67		1969-70		1970-71		1971-72	
	%	Thousands	%	Thousands	%	Thousands	%	Thousands	%	Thousands	%
Adult Basic Education Elementary and ESL	1.2	10.8	1.7	15.2	1.8	167.0	13.0	138.3	11.2	134.6	10.2
English and Speech Arts	7.5	64.6	8.5	77.1	9.1	90.5	7.0	87.0	7.1	85.4	6.5
Foreign Languages	5.0	37.9	5.0	40.1	4.7	52.9	4.1	51.0	4.1	54.2	4.1
Mathematics	4.6	42.8	5.6	36.6	4.3	35.8	2.8	34.1	2.8	33.5	2.5
Sciences (Natural & Physical)	2.3	19.4	2.5	22.2	2.0	21.4	1.7	19.1	1.5	19.7	1.5
Social Sciences	8.6	75.2	9.8	96.1	11.3	99.0	7.7	95.2	7.7	94.8	7.2
Americanization	5.9	47.1	6.2	42.2	5.0	17.2	1.4	11.6	0.9	11.6	0.9
Business Educ.	18.2	130.9	17.2	144.0	17.0	170.1	13.2	158.7	12.9	160.7	12.2
Fine Arts & Music	6.7	52.4	6.9	65.6	7.7	103.0	8.0	106.7	8.7	113.4	8.6
Homemaking	8.8	52.7	6.9	58.4	6.8	106.5	8.3	108.6	8.8	118.3	9.0
Parent Educ.	3.1	25.8	3.4	26.9	3.2	54.1	4.2	51.3	4.2	57.8	4.4
Ind. Ed. and Agric.	14.0	102.7	13.5	113.1	13.3	108.6	8.5	117.3	9.5	132.6	10.1
Civic Educ.	3.9	26.6	3.5	30.0	3.5	99.9	7.8	89.9	7.3	112.3	8.6
Crafts and Decorative Arts	4.0	25.8	3.4	30.4	3.6	52.4	4.1	63.2	5.1	73.3	5.6
Health and Physical Education	2.3	14.3	1.9	20.6	2.4	48.6	3.8	53.9	4.4	63.3	4.8
Forums and Lecture Series	3.8	34.2	4.5	30.9	3.6	58.3	4.5	46.4	3.8	53.6	4.1
Total[b]	99.9	763.4	100.2	849.4	99.9	1285.5[a]	100.1	1232.5[a]	100.1	1319.2[a]	100.3

[a] Based on these annual figures estimated fall enrollments would be 642.7, 616.2, and 659.6 for 1969-70, 1970-71 and 1971-72, respectively.

[b] Total percentages may not add up exactly to 100%, due to rounding error.

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Table IV-8 -- Continued

Subject Area	Community College Graded and Non-graded Classes											
	Fall Enrollments											
	1968-69				1969-70				1970-71			
	Graded	Non-graded	Total	%	Graded	Non-graded	Total	%	Graded	Non-graded	Total	%
Adult Basic Education Elementary and ESL	.2	.8	1.0	.2	.2	4.2	4.6	.9	.2	4.0	4.2	.8
English and Speech Arts	30.7	6.5	37.2	9.6	30.7	13.8	44.5	9.2	21.2	28.2	59.4	11.1
Foreign Languages	8.0	4.7	12.7	3.3	4.0	7.7	11.7	2.4	5.3	13.8	19.1	3.6
Mathematics	20.2	2.6	22.8	5.9	17.4	4.8	22.2	4.6	11.7	11.5	23.2	4.3
Sciences (Natural & Physical)	15.1	2.3	17.4	4.5	16.2	5.0	21.2	4.4	11.0	13.8	24.8	4.6
Social Sciences	54.4	4.5	58.9	15.2	57.8	19.8	77.6	16.1	41.6	48.2	89.8	16.8
Americanization	.5	1.1	1.6	.4	.6	10.4	11.0	2.3	.8	13.9	14.7	2.7
Business Educ.	61.7	14.5	76.2	19.7	62.5	28.0	90.5	18.8	42.1	49.3	91.4	17.1
Fine Arts & Music	7.4	10.8	18.2	4.7	18.7	15.4	34.1	7.1	13.2	28.5	41.7	7.8
Homemaking	4.5	7.3	11.8	3.1	6.5	10.7	17.2	3.6	4.9	16.6	21.5	4.0
Parent Educ.	1.4	4.0	5.4	1.4	1.5	6.3	7.8	1.6	1.9	9.1	11.0	2.1
Ind. Ed. and Agric.	59.6	21.5	81.1	21.0	53.1	28.6	81.7	16.9	40.5	47.0	87.5	16.3
Civic Educ.	2.5	6.6	9.1	2.4	4.2	13.7	17.9	3.7	1.8	13.4	15.2	2.8
Crafts and Decorative Arts	.9	4.2	5.1	1.3	.7	6.2	6.9	1.4	.5	8.0	8.5	1.6
Health and Physical Education	7.6	2.1	9.7	2.5	8.6	4.0	12.6	2.6	6.5	5.3	11.8	2.2
Forums and Lecture Series	--	16.3	16.3	4.2	--	15.0	15.0	3.1	--	19.9	19.9	3.7
Total[b]	274.4	111.0	385.5	99.4	287.7	193.6	481.3	98.7	202.5	332.7	535.3	101.5

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while the last three columns are for community college data reported for fall enrollments divided into graded and non graded courses.

Some trends which appear important are as follows:

Elementary education, now called adult basic education and including English as a second language (ESL) has moved from 1.2 per cent of 1960 enrollments to a peak in the secondary schools of 13 per cent in 1969 but now is declining by one per cent a year. Community colleges which reported no elementary subjects until 1968 report .2 per cent in 68-69, .9 per cent in 1969-70 and .8 per cent in 1970-71. These elementary subjects involved about 200 fall enrollees in graded classes and 4,000 fall enrollees in ungraded classes in 1970-71.

Americanization classes accounted for almost 6 per cent of the fall enrollment in both colleges and adult schools in 1960 and 1965. In 1971 it accounted for less than one per cent in secondary adult schools and has shown slight increase in college fall enrollments to 2.7 per cent in 1970-71.

Both institutions have large percentages of their enrollments in business education, industrial education, and agriculture. Colleges have larger percentages of enrollments in English, speech arts and social sciences than secondary schools. The percentage of enrollment patterns in each area, outside of elementary subjects, Social Sciences, and industrial education (with over 5 per cent differential), seem strikingly similar. One point which is not clear is by what criteria the college administrator decides whether a course is graded or ungraded. If graded elementary refers to the internal extension function, the figure seems low as contrasted with other states.

In summary, these data indicate that the secondary adult schools have substantially increased their emphasis on ABE, Americanization enrollments tend to characterize the college, and industrial arts and agriculture appear to be moving by small increments to the secondary system.

Financial Support for Adult Education

During the period 1964 to 1971 support for adult education in both public schools and community colleges was financed by income generated from local district taxes, state apportionment, and federal sources. At the local level junior college or secondary school districts were permitted to levy up to 10¢ for adult education and up to 5¢ per $100 assessed valuation to pay for community services programs. The amount of state support is determined by four criteria: (1) the number of units of students "average daily attendance" reported by the district; (2) the institution submitting the request for state funding; (3) the category of student; and (4) the relative wealth of the district.

Actual income and expenditures on adult education by sources are reported in Table IV-9.

In Table IV-9 the costs of adult education within the two institutions can be compared as well as the sources of income. In terms of total budget increases, the community colleges in this seven year period has gone from approximately five million dollars to approximately 43 million dollars per year. This can be contrasted

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TABLE IV-9

INCOME BY SOURCE AND TOTAL EXPENDITURES ON ADULT EDUCATION IN THE PUBLIC SCHOOLS AND COMMUNITY COLLEGES

	1964 - 1965		1967 - 1968		1968 - 1969		1970 - 1971	
	Community Colleges	Public Schools	Community Colleges	Public Schools	Community Colleges	Public Schools	Community Colleges	Public Schools
Federal Sources	228	2,386	1,914	108,995	6,182	423,110	650,995	930,644
Federal From State Sources			116,603	2,337,900	144,746	4,493,316	1,471,179	5,512,828
State and Federal								20,100
State Income	1,235,583	13,277,671	2,608,041	17,760,642	3,875,257	19,018,895	17,078,453	21,370,658
County Income	314,012	126,939	206,202	379,974	215,048	136,427	194,736	93,990
Local Income	188,181	2,492.510	1,367,906	3,559,887	393,245	4,466,544	13,502,152	2,272,233
Incoming Transfers	10,643	26,537	230,556	541,100	243,106	738,725	369,213	1,191,816
Total Designated Income	1,748,649	15,926,052	4,531,224	24,688,502	4,877,585	29,277,031	33,266,728	31,392,269
General Income	1,634,348	15,068,420	3,697,766	20,771,417	6,280,595	25,702,210	9,756,599	28,633,953
Total Income	3,382,997	30,994,472	8,228,990	45,459.919	11,158,180	54,979,241	43,023,327	60,026,222
In USD - Day JC Designated		810,520 696,727		2,517,423 1,264,270		3,110,602 1,168,289		
	+1,507245	1,507,245	+3,781,693	3,781,693	+4,278,891	4,278,891		
Corrected PS + JC with corrections	4,890,242	29,487,227	12,010,683	41,678,226	15,437,071	50,700,350		
Total Expenditures	4,890,242	29,487,227	12,010,683	41,678,226	15,437,071	50,700,350	42,719,173	60,026,222

with the increase in the secondary adult schools' annual expenditure rising from some 30 million to 60 million during this same period. This means that while the community college adult education program has increased by an annual expenditure of 38 million, representing a growth of 780 per cent, the secondary schools' increase of $30 million a year represents a 100 per cent increase. Thus in terms of budget the colleges' adult expenditures are increasing about eight times faster than the adult schools.

However, the impact of these data on the size of the program requires that the relative cost per unit of ADA be considered for both institutions. Table IV-10 provides information on the designated and general income for adult education programs in the public schools and community colleges. In 1964-65, the costs per unit of ADA were $395 in the public schools and $458 in the community colleges. In 1970-71, these costs per unit of ADA were $584 in the public schools while in the colleges the costs per ADA were $712.

In 1964-65 approximately 49 per cent of the funds were being spent for adult education in both the community college and secondary/unified districts from general district funds, i.e., those not specifically designated for adult education. By 1970-71 the community colleges were depending upon general funds for 22.7 per cent of the funds to support adult education while the secondary/unified districts was still contributing 47.7 per cent of the income for the adult education program from general funds. As is shown in Table IV-10 the community college districts had 37 per cent of the total adult ADA for both the colleges and school districts and were

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TABLE IV-10

DESIGNATED AND GENERAL INCOME FOR ADULT EDUCATION PROGRAMS IN CALIFORNIA SECONDARY/UNIFIED AND COMMUNITY COLLEGE DISTRICTS

	Secondary/Unified Districts[1]				Community College Districts				
	Total Income	Per cent Designated	Total Units ADA	Income Per Unit ADA	Total Income	Per Cent Designated	Total Units ADA	Income Per Unit ADA	Grand Total Income
1964-65	30,994,475	51.4	78,414	395	3,382,998	51.2	7,379	458	34,377,473
1966-67	39,447,296	47.8	89,195	443	5,149,807	45.8	9,802	525	44,597,103
1967-68	45,459,919	54.3	96,566	471	8,228,990	55.1	13,287	619	53,688,909
1968-69	54,919,241	53.2	100,874	544	11,158,180	43.7	17,020	656	66,077,421
1970-71	60,026,222	52.3	102,834	584	43,023,327	77.3	60,446	712	103,049,549

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[1] Through 1968-69 some junior college adult programs were reported in Unified District data because these colleges were legally segments of their unified districts.

using 41.8 per cent of the total income for adult education for both community college and secondary/unified districts.

The sources of funds are recapitulated in per cent of total income in Table IV-11 for 1964-65 and 1970-71.

In order to specify the differences as well as the extent of sources of income the differences in funding sources for the two institutions are charted in Table IV-12.

Adult schools now depend on federal financing for over 20 per cent of their designated income and have lost in percentage of designated income from State, County, and local sources. Colleges now obtain a small percentage of their designated income from state and county sources which is now obtained largely from local sources and some increased federal·support. Clearly adult education designated income is far less a state effort in 1970-71 than in 1964-65. Adult schools have become more dependent on federal sources and colleges on local support in tax dollars and fees.

Through 1972-73, local tax resources included authorization for a special statutory tax of a maximum of 10¢ for each $100 of assessed valuation for adult education purposes. Section 20751 of the current 1971 Education Code defines "adult education purposes as all current expenses of the district for adult classes." Tuition fees may be charged to supplement local funds except for classes such as classes of elementary subjects, classes for which high school credit is given, and classes devoted to English and citizenship for foreigners. Fees cannot be charged for minors or students enrolled in apprentice programs.

State apportionment for adult education in both secondary and community college districts is based on two separate foundation

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TABLE IV-11

SOURCES OF INCOME BY PER CENT FOR COMMUNITY COLLEGES AND SECONDARY ADULT SCHOOLS FOR TWO SELECTED YEARS

	1964-65[a]				1970-71			
Sources	College %		Adult Schools %		College %		Adult Schools %	
	Total	Designated	Total	Designated	Total	Designated	Total	Designated
Federal	<0.1	<0.1	<0.1	<0.1	1.5	2.0	1.6	3.0
Federal from State	0	0	0	0	3.4	4.4	9.2	17.6
State and Federal	0	0	0	0	0	0	<0.1	<0.1
State	36.4	70.7	42.8	83.3	39.7	51.3	35.4	68.0
County	9.2	17.9	0.4	0.8	0.4	0.6	0.2	0.3
Local	5.6	10.8	8.0	15.6	31.4	40.6	3.8	7.2
Incoming Transfers	0.3	0.6	<0.1	0.2	0.8	1.1	2.0	3.8
Total Designated	51.6%	100.0%	51.3%	100.0%	77.3%	100.0%	52.3%	100.0%
General Income	48.4%		48.7%		22.7%		47.7%	
Total Income	100.0%		100.0%		100.0%		100.0%	

[a] These figures are uncorrected for funds generated by a junior college adult program reported within a unified school district which accounted for about 1.5 million dollars.

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TABLE IV-12

CHANGES BY PER CENT IN SOURCE OF FUNDING FOR ADULT EDUCATION FROM 1963-64 TO 1970-71 FOR COMMUNITY COLLEGES AND ADULT SCHOOLS

	Colleges		Adult Schools		Differences	
	1964-65	1970-71	1964-65	1970-71	Colleges	Adult Schools
Federal	0.1	6.4	0.1	20.6	+ 6.3	+20.5
State	70.7	51.3	83.3	68.0	-19.4	-15.3
County	17.9	0.6	0.8	0.3	-17.3	- 0.5
Local	10.8	40.6	15.6	7.2	+29.8	- 8.4
Incoming Transfers	0.6	1.1	0.2	3.8	+ 0.5	+ 3.6

programs with further division within those two programs for "defined adults." Therefore there are four different support levels available with the higher support levels accruing to the community college.

Section 5756 of the Education Code specifies the meaning of defined adult:

> For the purpose of accrediting attendance for apportionment from the State School Fund during the fiscal year 'adult' means any person who has attained his twenty-first birthday on or before September 1st or February 1st of the semester or quarter for which he has enrolled and who has enrolled in less than 10 class hours for junior college districts or 10 periods of not less than 40 minutes each per week for high school districts.

Both the secondary system and community colleges, therefore, must keep two sets of attendance figures, i.e. the "defined adult" and the "other than defined adult."

In 1971 these foundation program support levels were as follows:

	Defined Adult	Other than Defined Adult
Community College	$520	$643
Secondary System		
Unified District	$350	$508
High School District	$350	$488

However, in order to qualify for foundation support and to determine the amount of equalization, a specified computation tax for each $100 assessed valuation in a district is required. If financed wholly by federal funds classes shall not be eligible for state reimbursable ADA units.

The apparent weakness in the system is two-fold. First, a substantially higher state level of support is given for a community college unit than for an adult school unit, which, if a district qualifies for equalization, could encourage administrative adaptation to obtain more state funds. Secondly the "defined adult" may have been a useful definition to curb some abuses of the state financing system historically but it is philosophically unsound. The criteria for reimbursement here are age and number of hours of school attended per week. Persons over 21 who cannot attend school full time (at least 10 hours a week) are discriminated against. Since the purpose of lower reimbursement for adult ADA units seems to have been to adjust for differences in the type of curricula offered, the criterion for differential funding ideally would deal with curricular differences rather than such factors as the student's age or the number of hours each week that he is in school.

Elimination of Adult Education Override Tax

From 1963 to 1973, the adult education programs of California school districts and community colleges had appreciable support from a permissive override tax of ten cents per one hundred dollars of assessed property value. Although this permissive override tax is believed by a number of California adult educators to have been a major factor in the development and expansion of adult continuing education programs the various districts did not deal with this special tax in a uniform way. In San Francisco the County Council had adopted the position that the unified school district could not levy the permissive adult education tax unless the district had already utilized its general taxing power. The unified district had been supporting an adult continuing education program from its general revenues so that the amount of adult education tax levied cannot be interpreted as an index of the size of the program, the cost of the program, or the extent of district commitment to conducting adult continuing education programs. No doubt other districts, unified, secondary and community college, supported a part of their adult continuing education from their general tax revenue. Hence it is not valid to assume that the portion of the ten cent tax which was levied is proportional to any index of program size or quality. Inasmuch as data are not available to show what part of general tax revenues the various districts have allotted to adult education, any attempt to compare district commitment to adult education on the basis of the size of the permissive adult education tax may lead to false conclusions. It may not be widely known that some districts which levied the full ten cent permissive tax were making less of an effort to support adult continuing education than some other districts which used less than the ten cent limit and supplemented it with several cents of the general tax rate.

The legislation (SB 90), which eliminated the permissive ten cent override tax for adult continuing education also eliminated several other permissive override taxes. One of the factors which led to the elimination of several tax overrides was a desire to give local boards increased flexibility in their use of the taxing power. The legislation essentially froze the maximum tax rate for the school districts at the level of dollars per unit of average daily attendance which prevailed in the 1972-73 school year. If a district can conduct an adult education program at a cost per unit of average daily attendance that is lower than the value of a unit of average daily attendance for the district as a whole in 1972-73 then that district will improve its financial situation by increasing the size of its adult continuing education program. Inasmuch as adult continuing education programs have nearly all been operated in the past on a lower cost per unit of average daily attendance than the other programs of the unified, secondary and community college districts, the legislation which eliminated the special adult education tax is likely, oddly enough, to have a stimulating effect on the adult continuing education programs because these programs provide a way for a district to increase its income for other than adult continuing education programs.

Community College Financing

Following the passage of the legislation which eliminated the permissive override taxes for adult continuing education and for community service, there was no effective effort on the part of adult educators to restore the adult education override tax. Such was not the case for the community service five-cent permissive override tax which was reinstated. The reason why the community service tax was restored cannot be ascertained for certain, but at least one major superintendent explained the move as the result of lobbying by school administrators and their allies. It was suggested that, inasmuch as the community service tax is used for many more purposes than adult education, i.e., recreation and youth services, the money would likely have been seized upon by teachers' unions as a source of funds for increasing the salaries of teaching personnel. Although it is not possible to state definitely why the community service override tax was restored and the adult education override tax was not, it seems clear that the political influence of those who favored the community service tax was effective in restoring that tax while the influence of those who wished to have the adult education tax restored was ineffective.

It is possible that some of those adult continuing educators who might have been able to persuade the legislature to restore the adult education tax felt that there was no need to attempt such persuasion because they felt their districts had already developed a sufficiently strong commitment to adult continuing education to assure the continuing financial support of their programs.

The financing of adult education in California is closely linked with the total financing of community colleges.

Alkin in his study of financing of the junior college states as one of the guidelines that state support should be allocated in a manner which encourages the provision of educational services to post-high school students irrespective of age.

In discussing this guideline Alkin showed that as a result of the two foundation programs (regular status and defined adult) that in 1966 the state provided 33.2 per cent of the costs for regular students and 26.1 per cent of the cost for adults. The question Alkin asked is, "Is this discrimination on the basis of age or does it cost less to meet the needs of defined adult students than it does those of other students?"

The distinction is often made in terms of graded and ungraded classes with the assumption that non graded classes, which usually cost less than graded classes, are made up of defined adults. In 1966 defined adults comprised 87 per cent of the ADA in non graded classes. However, only 25 per cent of the total adult ADA are in non-graded classes, with the remaining 75 per cent of the adults in graded classes.

Graded classes were found to cost 34 per cent more than non-graded classes. Thus the state provided 7.2 per cent more support for regular students than adults but classes for adults cost only 4.3 per cent less than those for regular students. The discrepancy would be even higher than the 2.9 per cent indicated since a ceiling of $230 was placed on poorer districts defined adult reimbursement regardless of the number of ADA units generated and wealthy districts received only basic aid of $125.

Alkin suggested that the distinction of graded or non-graded was more important than age and number of hours of study. He recommended that the "defined adult" lower reimbursement should be limited to those adults in non graded classes.[1]

The "defined adult" category was to be troublesome in a different way to the colleges when the Priolo law lowering the age of majority to 18 was passed. With the majority age lowered to 18, AB No. 2119, affirming the age of 21 for the purpose of crediting attendance (1971), was passed by the legislature to allay the fears of college personnel fearing the redefining of 48,000 students from regular status to defined adult status at a loss of 41 million in state funding.

Another major concern to community colleges was the Serrano vs. Priest Decision with the concept of equality of district power in raising educational dollars. In 1968-69 Beverly Hills had a tax rate of $2.38 per $100 assessed valuation and an expenditure of $1232 per pupil while neighboring Baldwin Park's tax load was $5.48 but it could only spend $578 per pupil.[1] Not sure that the Serrano decision would be extended to their institutions, the community college leaders became concerned over the high dependence of colleges on local funding.

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[1] Marvin C. Alkin, Financing Junior Colleges in California (Sacramento: California State Board of Education, 1966), p. 32.

In the same way that adult education financing is affected by the financing of junior college so both are affected by the total financing picture in higher education.

The total cost of higher education in California in 1968-69 was distributed as follows:

The University of California	49.2%
The California State Colleges	21.5%
The Community Colleges	26.6%

State reimbursement accounted for 29.5% of the community college costs, 82.3% of the state college costs, and 44.7% of the university costs. In this same year the community colleges enrolled 58.2% of all students in California higher education and 74.5% of all lower division students.

Although the state-wide average indicates that about thirty per cent of the total community college costs are contributed by the state, these figures vary greatly due to equalization based on taxing ability. In terms only of operating funds these percentages vary from seven per cent to fifty per cent.

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[1] Financing California's Public Community Colleges: A Report of the Task Force on Educational Finance (Sacramento: California Junior College Association, May 5, 1972), p. 2.

Since the colleges are supported for the most part locally, the impact of centralized authority at the state level is diminished. One way of exerting pressure on the colleges by the Legislature has been the permission for levying special local taxes for campus construction, adult education, and community services. Because these permissive taxes are the basis for constant political manipulation the Legislative Analyst (budgetary bureau) has recommended that they be eliminated.[1]

Coordination of Adult and Continuing Education

On May 9, 1966 the Legislature adopted Assembly Concurrent Resolution No. 32, part of which stated:

> Whereas, The Department of Education is faced with shifting patterns of administrative and fiscal responsibility for such adult educational programs because of lack of adequate definitions as to functions of unified high school and junior college districts concerning the education of adults; and
>
> Whereas, The transfer of adult school programs from high schools to junior colleges or from junior colleges to high schools often creates an improper drain and imbalance on the total equalization fund; now therefore, be it
>
> Resolved by the Assembly of the State of California, the Senate therefore concurring, that the Legislature finds that it is undesirable . . . to transfer any part of the adult school program during the current school year 1965-1966, and . . . that the Legislature expresses its intention to consider the feasibility of the enactment of legislation at the 1967 Regular Session relating to the elements of coordination, duplication, financial equity, and specificity of roles to be assigned to high school, unified and junior college districts for the education of adults . . .

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[1] Morsch, *op. cit.*, p. 39.

This resolution once again, but perhaps more dramatically, illustrates a conflict which has emerged from time to time between the California Legislature and the adult education function and more specifically a growing conflict between secondary school districts and community colleges as to which institution would be responsible for what adult education activities. The immediate event which triggered this resolution was the total transfer of large adult programs in Santa Barbara.

Although some educators might assert that the transfer of programs from secondary and unified districts to community college districts was made solely on educational grounds, it appears clear from the language of ACR #32 that the legislature interpreted these transfers as being motivated largely by financial considerations. Two different policies are considered to have motivated these massive transfers of adult programs from the public school to the community college.

The first policy provides a limited increase in reimbursement per adult student ADA explained earlier. The same student is worth more state money in the college district if, and only if, the district is in equalization. If the district is not in equalization all student ADA units are worth the basic aid which was $125 in 1970.

The second policy, which is more far reaching, is the way a district is analyzed to qualify for equalization. The total wealth of the district is divided by last year's ADA in which adult ADA is included. The rational behavior for local administrators is to attempt to get the lowest possible figure for assessed valuation per ADA so that state aid is increased and the local tax rate may be kept at the minimum set by the equalization formula. In the San Francisco and San Diego system, it is alleged that the adult ADA made the difference of bringing those districts into equalization formulas. On the other hand, Santa Barbara, which transferred its secondary adult program to the community college, could not have profited by either of the above two policies because it is a basic aid district.

These two transfers were the events which crystallized the conflict building between secondary schools with adult programs, which numbered 296, and the community colleges of which there were 92 in 1970.

Internecine Activity

Adult educators in the major cities of California have not always demonstrated a cooperative attitude in their efforts to strengthen adult continuing education programs for the citizens of California. In January, 1973, the Assistant Superintendent of the Division of Career and Continuing Education of Los Angeles Unified School District wrote a letter to the Superintendent of Public Instruction of the State of California in which he asked for the Superintendent's "active support" in the following steps to bring order and economy to the field of adult education:

1. Establish a standing Adult Education Commission which could continue the good work of the Adult Education Advisory Committee of 1971.

2. Promote legislation which would truly delineate functions between community college and high school/unified districts.

3. Seek legislation which will provide equal financial support for units of adult education, regardless of where they are earned.

4. Insure greater identity for public school adult education in the State Department of Education matrix.

In this letter, copies of which were sent to key members of the California Assembly and Senate, selected high school/Unified District Superintendents, members of the State Board of Education and State Adult Advisory Committee, the author made several allegations including the following: "community colleges are making a blatant attempt to take over adult education . . . Adult Education is conducted with greater cost effectiveness to the taxpayer when offered by unified and high school districts . . . we have seen the community colleges 'capture' adult education in San Diego and San Francisco, with resultant increased cost to the taxpayers. The move is on throughout the State."

The letter was written as though the author wanted to convey the impression that adult educators in public schools were being threatened by California Community College administrators. Several adult education deans and directors in community colleges have expressed their concern over the divisive impact such a letter may have on adult educators in public schools and community colleges. Further, attempting to enlist the support of legislators and board members in an effort to restrict community college involvement in adult continuing education appears to be an inappropriate way to develop cohesiveness and professionalism among adult educators in public schools and community colleges. Such tactics would seem to reduce the likelihood that adult educators as a group would be able to wield much influence on the state legislature inasmuch as the key administrators of the three largest programs are apparently unable to reconcile their own differences without involving outsiders. Until adult educators learn to function cohesively and cooperatively they are unlikely to be able to shape legislative actions.

Differential Benefits from Equalization

The movement of adult continuing education programs from secondary and unified school districts to community colleges is only partly accounted for by the higher value of a unit of average daily attendance in adult programs in colleges than in the schools. The equalization system in use in California has been responsible for major financial windfalls for some districts, the most widely known being San Diego and San Francisco.

Education Code Section 17951 established the following levels of support for defined adults: (1) for high school/unified districts - $350 less the product of 50 cents multiplied by each $100 of assessed valuation of the district per unit of average daily attendance; (2) for junior college districts - $520 less the product of 24 cents multiplied by each $100 of assessed valuation of the district per unit of average daily attendance. Accordingly the movement of an adult continuing education program from high school/unified district sponsorship to community college sponsorship increases the level of support $170 per unit of average daily attendance of defined adults, all other factors being equal, including the wealth of the two districts. In actual practice the wealth of the two districts is not likely to be equal since the district boundaries are not coterminous. Neither are the districts likely to have the same number of units of average daily attendance of defined adults.

If both the college district and the high school/unified district are basic aid districts then either district is eligible to receive only the basic aid level of state support ($125) and therefore there would appear to be no financial benefit to either institution or to their respective districts for transferring the administration of the program between institutions.

It is possible for some secondary/unified districts to qualify for dqualization and at a higher level than some community college districts if the public school district assessed valuation level is low and its average daily attendance is high and if the assessed valuation of the community college district is relatively high and its average daily attendance is low. Such conditions may help to explain why the adult continuing education programs in San Diego and San Francisco moved to their Community College districts and the program in Los Angeles remained with the unified district. The role that the secondary system will play in adult education can not be assessed presently. The fact that the enterprise continues to grow albeit more slowly and that for some personnel these rearrangements do not so much spell gloom but merely a readjusting of the structures with ample opportunity for growth may be the deciding factor as to the future of adult education in the secondary school system.[1]

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[1] Selmer Wake, an aggressive, outstanding leader in California adult education in the Secondary Schools, was the first person on philosophical grounds to move a large adult program to the community

Regional Occupational Centers and Programs

Besides the vocational education programs of both the community colleges and public schools, a third institution which has risen to prominence in California enables enrolled minors and adults to qualify in the shortest practical time for available jobs in the local area. Exhibiting greater flexibility and certainly faster growth and expansion than either of the two traditional institutions with adult education concerns, the history of the California Regional Occupational Centers (ROC's) and Regional Occupational Programs (ROP's)[1] shows a relatively brief but spectacular development since the first ROC was established in 1967.

Regional Occupational Centers owe their origin to Senate Bill 1379 (Rees) which the California Legislature passed in 1963 authorizing county superintendents of schools and high school districts to establish and operate at least one county-wide vocational high school. The idea was to create one central vocational facility which would provide relevant education in the area of job skills to reinforce the limited trading and educational opportunities available in the high schools. The legislation called for a 15 cent permissive tax for the costs of the new institution: ten cents for operation and five cents for construction and capital outlay costs.

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college. After some 27 years working within the college system, Mr. Wake now advocates a separate adult education district to insure adequate attention to adults whom he now feels will always be marginal in both institutions.

[1] Historical data relative to the development of ROC/ROP's was obtained from California State Department of Education, Regional Occupational Centers and Programs; 1971-72, Status Report to the California Legislature as Required by Education Code, Section 7463, 1973, pp. 9-11.

For two years subsequent to this initial legislation, no "county-wide vocational high schools" were built. Not only were lack of funding and lack of clearly defined objectives to blame, but there was considerable resistance toward creation of a separate "trade school."[1] In 1965, the title of the 1963 statute was amended and changed to Regional Occupational Center. The original purpose of the 1963 legislation and the permissive tax were retained. Legislation was also passed allowing ROC's to report attendance for state apportionment. Of significance to adult education, legislation was passed in 1967 allowing for attendance of adults as well as high school minors.

Until 1968, only two ROC's had been established. Some urban and rural communities had found it difficult to operate in only one center. When the Legislature again modified the Chapter 14 statute by adding "regional occupational centers or programs," it became possible to use multiple facilities in various locations instead of a single central facility. Regional occupational program comprised a "vocational or technical training program which meets the criteria and standards of instructional programs in regional occupational centers and which is conducted in a variety of physical facilities which are not necessarily situated in one single plant or site." ROP's involved decentralized arrangements, while still maintaining the original purposes of the centralized arrangements of the ROC's.

Evidently, ROP's caught on much faster than the ROC's because by the end of the next year, 1969, 15 ROP's were established. Until 1969, the Department of Education had neither jurisdiction nor surveillance responsibilities over ROC/ROP's. However, further modification of Chapter 14 of the school code by the Legislature in 1969 changed this relationship, and gave authorization to the State Board of Education to establish new ROC's or ROP's, to approve curriculum, to enforce compliance of ROC's and ROP's with requirements and standards of the State Plan for Vocational Education and to adopt rules and regulations to differentiate between ROC/ROP's and regular high school vocational education programs.

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[1] R. Jack Stinson, "California Regional Occupational Centers and Programs," Thrust for Education Leadership, Vol. 1, No. 5, April, 1972, pp. 40.

Coordination of the ROC/ROP's with other education institutions depends upon the cooperation of two or more high school districts, except in the case of ROC's in a class one district such as Los Angeles with more than 50,000 units of ADA. Involvement with community colleges, as well as private schools, the Department of Human Resources Development, local industry and business, is also included in the requirements for assessment of available services in the community. Despite the need for coordination, many of the community colleges feel threatened by the ROP's which are competing for students and are growing at a time when enrollment and attendance in the community colleges are increasing only slowly.

Legislation in 1971 further modified the Chapter 14 statutes, increasing the ways that ROC's and ROP's could be established. An ROC/ROP can now be established by two or more high school districts through the use of staff and facilities of a community college.

Close coordination with industry links ROC/ROP's with the current demands of the labor market. For example, ROP's in Los Angeles have an industry advisory committee for each of 135 occupational areas. These committees assist in setting up courses, locating instructors, providing experts for guest speakers in classes, obtaining industry locations and donations of equipment. In order to absorb ROC/ROP trainees, industries in the area have changed hiring procedures so as to accommodate work release for ROC/ROP training and have been hiring the graduates of the programs.[1]

In 1970-71 ROC/ROP's were organized in 46.5 per cent of all counties and 39.8 per cent of all high school districts in the state. In 1971-72, the number of programs had increased so that they were located in 57.4 per cent of the counties and 62.2 per cent of the high school districts. In 1971-72, enrollment had increased by 25 per cent from the previous year for a total of 52,000 students. Of that total, 28,000 (54 per cent) were adults. It was estimated that by 1972-73, the total number of students had risen to 70,000.[2]

Total reported income for the 37 ROC/ROP's operating in 1971-72 was $35,119,231. Of this sum, 57.8 per cent was derived from permissive taxes, reflecting a substantial proportionate decrease from the preceding year when permissive taxes raised 73.5 per cent of the total annual ROC/ROP income.[3]

The relatively greater flexibility demonstrated by the ROC/ROP's has been noted by adult educators in both the public school and community college in California. According to George

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[1] George Winder, "Realizing Career Objectives through Regional Occupational Centers and Programs," Thrust for Educational Leadership, Vol. 1, No. 5, April, 1972, pp. 43.

[2] California Advisory Council on Vocational Education and Technical Education, Regional Occupational Centers and Regional Occupational Programs, March 23, 1973, p. 3.

[3] California State Department of Education, Regional Occupational Centers and Programs, p. 1.

Winder, flexibility is demonstrated in terms of course offerings which are designed to match the changing economy, job market, and available manpower resources.[1] Flexibility of scheduling is arranged to meet demands of the occupation rather than of the semester. In many communities there is extensive utilization of industrial locations with modern equipment, a practice which tends to keep capital expenditures relatively low. Provision of programmed instruction facilities at ROC's allows for the flexibility of individual study. In comparison to high school and community college vocational education programs, it has been pointed out that

> The unique flexibility factor inherent in the ROC/P concept is one that neither the high schools or community colleges are able to duplicate due to policies relative to funding, employment, staffing, scheduling, and developing of curriculum. The ROC/P is designed to shift its vocational training programs to meet the demands of an ever changing labor market, discontinuing those that have met the need and implementing those coming into force. The ROC/P is specifically job skill training oriented, its qualified vocational subject area teachers hired to teach the latest techniques used in industry today.[2]

The flexible entry level job training conducted by the ROC/ROP's is not the only potential source of competition to adult and continuing education programs in both the public school and community college. In March, 1973, the California Advisory Council on Vocational Education and Technical Training recommended to the California State Board of Education that the ROC/ROP's expand their role to include development of adequate and appropriate courses to retrain and upgrade students already in the labor market.[1] Two years earlier, such a policy had already been put into effect, at least in the Los Angeles ROC which had begun refresher courses for registered nurses.[2]

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[1] Winder, op. cit., p. 42.

[2] Stinson, op. cit., p. 41.

Other recommendations offered by the Advisory Council included a review of the ROC/ROP financial structure, especially in terms of the mode in which it generated ADA. This recommendation was made from a concern about the questionable financial status of the ROC/ROP's in light of SB 90. In spite of this concern, according to Administrative Analyst, Thom Rothey, ROC/ROP's are able to obtain a full $950 in state support per unit of ADA without any corresponding local tax input. When SB 90 eliminated permissive override taxes, the ten cent operations tax for ROC/ROP's was also eliminated. The five cent tax for capital investment, however,was subsequently reinstated.[3]

The community colleges have not generally been promoting the development of ROC/ROP's but in recent years, as increases in community college enrollments have become more difficult to sustain, community colleges have come to look at these programs more closely. In making recommendations to the Legislature concerning the combination of the functions and responsibilities of the Area Adult Continuing Education Councils and the Area Vocational Planning Committees the Office of the Legislative Analyst stated that all vocational institutions need to be included in order for maximum program coordination to occur. In some areas of the state county superintendents of schools have utilized the option of contracting with the local community colleges for various parts of the ROC/ROP curricula. As an example of another phenomenon, the San Francisco Community College District has taken the initiative to arouse the unified school district's interest in jointly operating an ROC/ROP.

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[1] California Advisory Council on Vocational Education and Technical Education, Regional Occupational Centers and Regional Occupational Programs, p. 4.

[2] Winder, op. cit., p. 43.

[3] California Advisory Council on Vocational Education and Technical Training, Regional Occupational Centers and Regional Occupationa Programs, pp. 4-5.

Certain characteristics of ROC/ROP's provide inducements to community colleges to increase their involvement with these fast growing institutions.

The 100 per cent state funding, access to the five cent permissive override tax for expensive capital outlay needed in certain occupational courses of study, and the considerable program flexibility already discussed leave enabled ROC/ROP's to successfully compete in some areas with community college occupational programs. Community colleges, then, perceive coordination and cooperation with ROC/ROP's as not only a way to reduce unnecessary duplication of educational services, but also as a way to improve their own total offerings to the community. It is likely, therefore, that the community colleges' involvement with ROC/ROP's will increase in the future.

Role of State Offices in Coordination

One wonders as one studies the conflict which tended to generate by 1970 into undocumented accusations and counter accusations what the leadership at the state offices were doing. Several mechanisms had been provided for the coordination and articulation of programs between State offices.

Prior to the establishment of the Board of Governors, the CCHE had a State Committee on Continuing Education which had issued a Status Report in 1966 but no further evidence of activity following that report was found in this investigation. In 1969 the CCHE commissioned Abrams and Royce[1] of Stanford Research Institute to study continuing higher education and their report delineates some of the impending problems, so that the Council was not unaware of the more holistic nature of the problem, although the main activity generated by both of these reports seemed to be an effort to get rid of the "defined adult" because of financial problems. This lack of activity by CCHE is illustrated by Rhodes[2] in 1970 when he ended his remarks with the statement, "How can we solve our problems with the adult schools? What has happened to the Coordinating Council Committee for Continuing Education?"

The State Department of Education shows a better, if not adequate, track record. Regular Status Reports were issued by the Adult Education Advisory Committee to the State Board of Education in 1968, 1970 and 1971, the latter perhaps being one of the most comprehensive exposition of the problems of adult education including the secondary schools, ROC's, and the college. However, even though this committee's report called for joint action on a delineation of functions, no way of bridging the separate boards occurred until mandated by the legislature.

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[1] Abrams and Royce, op. cit.

[2] Harvey B. Rhodes, "General Finance Problems in Continuing Education," Exhibit 3 at Senate Education Committee, n.d.

In 1970 the Senate adopted Senate Resolution 131 which called for a Senate investigation of adult and continuing education. A public hearing was held in November 1970 at which both college and secondary school persons testified. "Early in 1970" the Board of Governors developed the Chancellors Committee on Continuing Education in which for the first time a more holistic approach to the problems of community college continuing education was taken and the Committee asserted that the funding formulas for defined adults was not the only basis for considering adult education.[1]

The California Junior College Association appeared to be more responsive to the problems existing in the field than either CCHE or the Board of Governors. As early as 1966, the CJCA had tackled the problem on delineation of functions and had suggested regional councils, supervised and coordinated by the State Committee on Continuing Education (CCHE), which would represent both the interests of adult schools and community colleges.[2]

However by 1970 there were advisory committee for both governing boards and the respective boards mandated a Joint Committee of Adult and Continuing Education. In January 1970, as a result of a meeting of the Joint Committee on Adult and Continuing Education of the State Board of Education and the Board of Governors, the Office of the Chancellor surveyed fifty community colleges and the five San Francisco adult schools which listed offerings in elementary subjects, Americanization, Parent Education, and Civic Education. These results were reported:

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[1] Committee on Educational Programs, "Continuing Education," Board of Governors, Sacramento, California, n.d. (mimeo)

[2] Statement on Continuing Education, CJCA, 1966.

Eighteen colleges declared there were no elementary or secondary education programs in their districts and stated that they presently carried out all adult education functions. These districts were Allan Hancock, Glendale, Long Beach City, College of the Desert, San Diego City, San Diego Mesa, San Diego Evening, San Diego Miramar, Santa Barbara, Santa Monica, Palo Verde, College of the Siskiyous, Taft, Golden West, Merced, Modesto, Orange Coast and Pasadena as well as the five San Francisco adult schools: Alemany, Galileo, John Adams, Mission, and Pacific Heights. (In 1973, of 99 community colleges, 31 were the institutions responsible for all adult continuing education in their district.)

Four colleges stated that only one high school district in each of their areas offered any adult classes and that relationships had been worked out with the high school district to prevent duplication. These colleges were Shasta, Palomar, Canada, Chabut, De Anza, Diablo, Foothill, San Joaquin Delta, Santa Rosa, Ventura, West Hills, Napa, and Sacramento City.

Five colleges, Bakersfield, Columbia, Victor Valley, Sierra, and Marin, indicated they had offered these courses at a request of the community.

Four more colleges, Barstow, Mt. San Jacinto, Hartnell, and Chaffey stated that none of their courses could in any way be construed as being elementary adult education.

Eight colleges were not reported in the study.[1]

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[1] Chancellor's Office, "Survey of Elementary Adult Education Courses in California Community Colleges," January, 1971. (Mimeo.)

This report, prepared to document any cases where colleges were unnecessarily duplicating the work of secondary adult schools, conveys more by what it doesn't say than by what it does say. There is an assumption that the determinations of the sponsorship of adult programs at the local level were somehow arrived at by some decision making process which was in the best interest of the adult program and the public it served.

A more comprehensive view of the real problems in community college adult education was voiced by Rhodes[1] who summarized the pressures distorting the community colleges' situation. He offered as a definition of adult for the purposes of the community college "Anyone who is 18 years of age or has a high school diploma," and recommended that all funding for students be calculated on the same basis. He posed six observations:

1. The costs of instruction are the same for defined adults as for those students who are attending day classes;

2. Instructors in Evening Schools are teaching for less money and with no fringe benefits inferring an inferior program at less costs;

3. Some colleges are transferring excess costs to students in tuition fees. Many times these students that are attending evening classes are least able to pay;

4. Some adult education programs force community colleges to depend on federal funds to implement programs for the disadvantaged as MDTA, RAR, ABE. This is unrealistic given the problems of

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[1] Rhodes, op. cit.

functional illiteracy. Also, when programs are cut back both district and student suffer since there are insufficient local resources to support the program;

5. There is no breakdown for 12 hour day cost operations, so colleges do not know the costs of continuing education;

6. Adults who most need counseling and advice do not receive these institutional support services because of the lower support level for adult programs.

Whatever the many causes that brought continuing education to the attention of the Chancellor's office, certainly this activity within the colleges had begun to get increasing attention. A year prior to the Chancellor's survey cited above, on May 15, 1970, the Chancellor's office directed a memo to all community colleges, with copies to all Superintendents of Schools, clarifying the use of tax override funds, espcially the adult education 10¢ tax. In this memo the statement is made:

> In financing adult classes, it should be noted that the total tuition income, plus the state apportionments for all classes for adults, plus the estimated income from the tax override, if any, plus the funds for costs of adult education raised by other taxes shall not exceed the budget for classes for adults.[1]

By February 1971 the Board of Governors had approved the definition of continuing education and delineation of functions proposed by the Chancellor's Advisory Committee and on April 23, 1971 the Chancellor, Sidney Brossman, addressing the CCCCEA stated that continuing education is clearly a major function of the California Community colleges. He recommended the developing of regional areas and delineation of functions to operationalize the process.

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[1] Assistant Chancellor Memo No. F-28 dated May 15, 1970 from Archie L. McPherran, Assistant Chancellor, Fiscal Affairs.

To summarize the coordinative activity of adult education in California, it appears that until 1960 no need was felt for coordinating mechanisms. The CCHE developed, but apparently underutilized, a coordinating committee for continuing education which still exists today.

The State Board of Education by 1968, utilizing ESEA Title V funds, developed an advisory committee which has been extremely active in pressing for definition, delineation and coordination of adult education. A testimony to the involvement of this committee is that even when funding for its activities ceased, the committee volunteered their efforts, and met nine times in 1971 at various adult program sites, and has consistently produced broadly conceived reports which focus on adult education as an activity rather than emphasizing its institutional form.

The Chancellor's office advisory committee as well as the Joint Committee on Adult Continuing Education of the two boards, appear to be more of a response to legislative mandate although both committees had been active during 1970, 1971 and 1972 and increasingly the Chancellor's Office appears to be devoting singular attention to this part of the college's activities.

The fragmentation of leadership in adult education can be seen in terms of both the changes occurring in the professional associations and the absence of any one organization whose central concern is advancement of adult education as a profession rather than as an extension of one's own institutional interests. This was not always the case. Up to 1971, adult educators from both institutions belonged to a common organization. Since that common group was dissolved to merge with the public school administrators' umbrella organization, a bifurcation of adult educators on institutional lines has occurred and, as a result, no professional organization now speaks to the promotion of adult education administrators' common interests in the profession within the state.

Organized in 1939, the strongest adult organization used to be the California Association of Adult Education Administrators (CAAEA). The group's membership comprised both public school adult education directors and community college continuing education deans. Not only was the organization's unifying focus adult education, but it was a powerful watch dog and lobbying force for the cause of adult education at the state capital. In 1971 it was courted by and joined the more diverse group of Association of California School Administrators. At that time CAAEA dissolved with most of the community college continuing education deans going on to form their own organization.

The majority of the state's public school adult educators now find themselves linked with a committee within the Association of California School Administrators (ACSA) whose total membership takes in administrators from elementary and secondary schools, superintendents and business administrators. Initially it had been proposed that adult educators were to have their own group but this idea was shelved by the notion that if the entire organization formed one united group, it would be better able to advance common interests. Because they outnumber other occupational categories within ACSA, reportedly the elementary school administrators dominate the organization in terms of leadership and the assignment of priorities to organizational objectives.

Despite the fact that adult educators have their own committee and upon occasion ACSA has accommodated by sponsoring a statewide "miniconference," on the whole, adult educators feel they have lost identity as a profession and, divided from their community college counterparts, have also lost much of their power to influence decisions made in Sacramento which affect adult education.

Although there are a few adult educators from the community college who participate in ACSA, there is the general feeling that the adult education committee has been thwarted by the special interests of public school adult educators. Community college adult educators have been thus motivated to seek professional affiliation with their own institutional organization, the CCCCEA. This pressure toward disaffiliation shared by the adult education administrators of both institutions has become particularly acute in recent years.

One public school adult educator interviewed admitted frustration that the objectives high in priority for adult educators appeared to have been given lower priority status relative to other ACSA objectives. Because of the dissatisfaction among some public school educators, there is talk of re-establishing once more an organization exclusively for adult education administrators whose focus would be the profession rather than concerns specific to one institution. Whether this merger indicates a positive step and signifies the maturing of adult educators (a view of some) or is one more step from a position of strength to absorption by the larger enterprise (a view of others) is yet to be seen. Whatever the case it signifies another major shift and realignment of political power to which the individual adult educator must become accustomed.

The California Community College Continuing Education Association (CCCCEA), despite its name, has reportedly been more concerned with the academic transfer program in the Extended Day and Evening Colleges than what might be generally considered to be adult continuing education. This may be due to the fact that it was established in 1968 by community college continuing education deans. Since the entrance of the San Diego and San Francisco adult educators into the organization, however, the organization has broadened its concerns to include noncredit programs for adults. Meetings are held three times a year in the north and in the south regions and annually for the entire state.

Active but reportedly without much political clout, the California Council for Adult Education is the organization with the largest membership, consisting of counselors, teachers, and administrators from both the public school and community college. The primary concern of this organization, established in 1944, has been with the plight of teachers and classes for adults, regardless of institutional setting. The CCAE is an affiliate of the California Teachers Association.

The Adult Education Association of the U.S.A. has not been able to develop much of a following in California. A 2,000 member chapter has begun in Los Angeles with people from the secondary schools, community colleges and University Extension. However, opportunities for articulation of adult education administration is limited since it has been primarily concerned with the adult education teacher. Even the Constitution of the LA Chapter states that the president must be an adult education teacher.

The change in associations, manifested by CAAEA's absorption by ACSA, is matched by significant changes at the state level. Through 1970, there historically had been a separate Bureau of Adult Education. In 1968 there had been a reorganizing of the State Department of Education. According to one opinion the maintaining of a separate bureau through 1972 was a result of the federal ABE funds which supported new personnel and provided a major new activity to operationalize.[1]

Effective July 1, 1973, a second reorganization took place. This time, the Bureau of Adult Education within the State Department of Education was officially dissolved and responsibility of program planning adult education was transferred to become part of the Secondary/Adult Education Age-span, the two other age-spans being Early Childhood Education and Intermediate School Education.

The Department-wide reorganization involved establishment of a matrix form of organization whereby each age-span is serviced by supportive units of General Education, Special Education, Vocational Education, Compensatory Edication, and Child Development. In each supportive unit, personnel specialized in a given area were to work with one or more age-spans.

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[1] Roy Steeves, Assistant Chief, Bureau of Adult Education, State Department of Education, personal interview, December 12, 1972.

The former Bureau of Adult Education chief, Gene DeGabriel, was assigned to the General Education Management supportive unit. Rather than report to the Secondary/Adult Education head, Associate Superintendent, Dr. Rex Fortune, the former Bureau chief answers to the General Education Management Unit Director, who, in turn, reports to the Deputy Superintendent for Educational Programs, Dr. Thomas Shellhammer.

As shown in Figure IV-2, within the General Education Management Unit, adult education comprises a core parallel with such other cores as Health Services and Curriculum Services. The adult education core is divided into two sections: (1) the totally state-supported program of general adult education directed by DeGabriel as program manager, and (2) the federally funded ABE program, directed by adult education assistant program manager Roy Steeves.

Adult education, as viewed in the context of the overall scheme, appears to have been lowered one level by the reorganization of the Department. Another result of the reorganization is that there is no longer a supportive staff assigned to adult education other than an unspecified number of field consultants whose precise relationship to either the adult education core chief or assistant chief is, at this stage in the reorganization, unclear. The same observation may also be made of the relationship between local adult educators and the state agency. Although adult education was demoted, as it were, other aspects of the overall program, such as vocational education, special education, and compensatory education, have been given higher priority within the State Department

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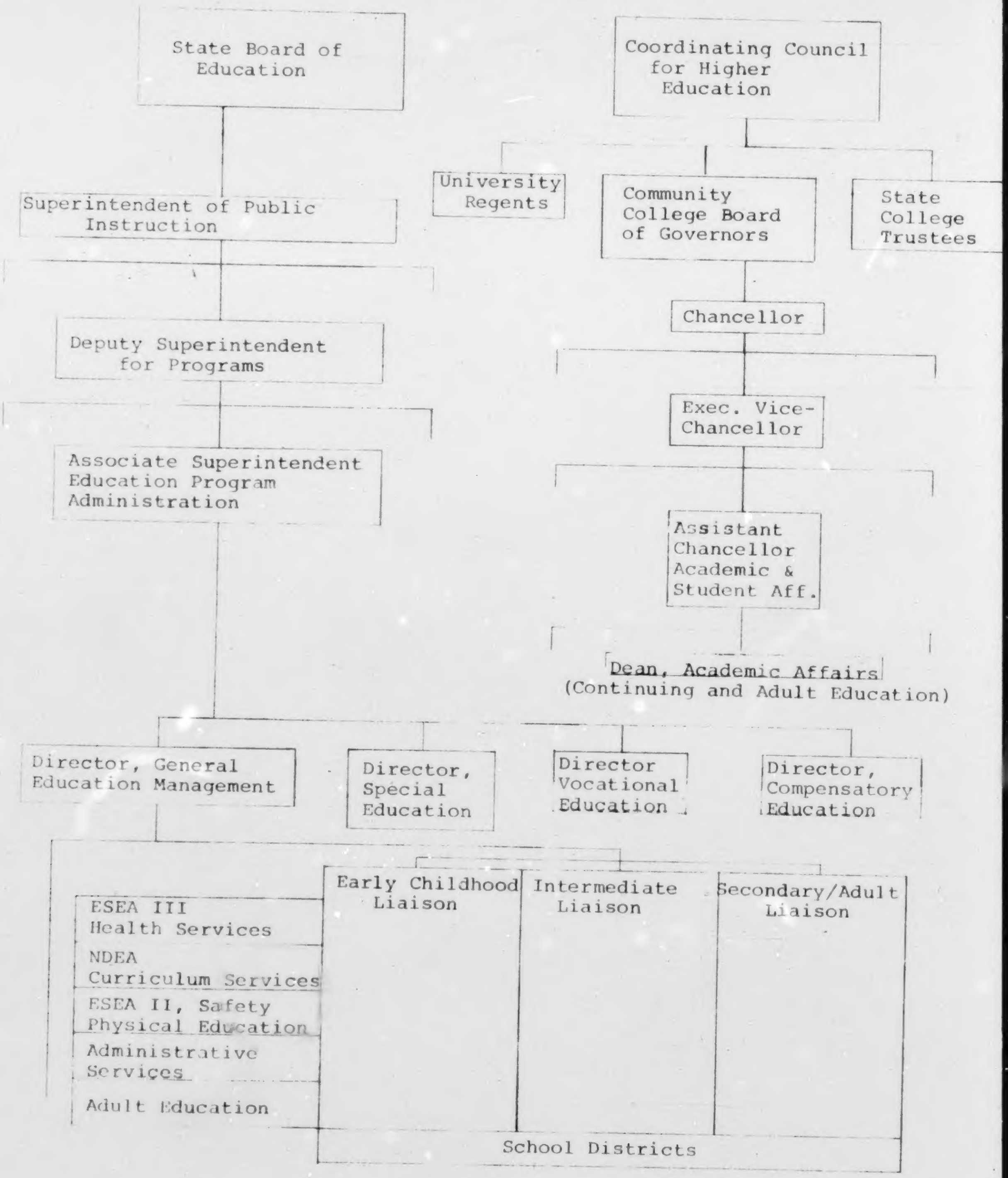
FIGURE IV-2

GOVERNANCE OF PUBLIC SCHOOLS AND COMMUNITY COLLEGES IN CALIFORNIA WITH SPECIAL REFERENCE TO ADULT EDUCATION, JULY, 1973


State Board of Education
Coordinating Council for Higher Education
University Regents
Community College Board of Governors
State College Trustees
Superintendent of Public Instruction
Chancellor
Deputy Superintendent for Programs
Exec. Vice-Chancellor
Associate Superintendent Education Program Administration
Assistant Chancellor Academic & Student Aff.
Dean, Academic Affairs (Continuing and Adult Education)
Director, General Education Management
Director, Special Education
Director Vocational Education
Director, Compensatory Education
Early Childhood Liaison
Intermediate Liaison
Secondary/Adult Liaison
ESEA III Health Services
NDEA Curriculum Services
ESEA II, Safety Physical Education
Administrative Services
Adult Education
School Districts

each occupying the status of a Management Unit in the matrix arrangement.

Figure IV-3

Comparison of the Levels of Administration of Adult Education in the State Department of Education before and after the Department-wide Reorganization, July 1, 1973.

BEFORE REORGANIZATION	AFTER REORGANIZATION:
1. State Board of Education	1. State Board of Education
2. Superintendent of Public Instruction	2. Superintendent of Public Instruction
3. Deputy Superintendent for Educational Programs	3. Deputy Superintendent for Educational Programs
4. Associate Superintendent of Instruction and Chief, Division of Instruction	4. Associate Superintendent of Education Program Administration
5. Chief, Bureau of Adult Education	5. Director, General Education Management Unit
6. Assistant Chief, Bureau of Adult Education	6. Program Manager, Adult Education Core
7. Supporting Staff	7. Assistant Program Manager, Adult Education Core
8. Local Boards of Education	8. Local Boards of Education

Although all details of the reorganization had not been completely operationalized by November 5, 1973 and the long-range impact on adult education was far from clear, former Bureau staff-members as well as adult educators in the field expressed concern that the State Department of Education had reduced the leadership functions which were performed by the Bureau. There was some feeling that adult education had lost its identity as a service unit to local adult education programs. The loss of such identity, in the view of the Chief Deputy Superintendent of Public Instruction, Dr. Donald McKinley, however, was not so important as long as the tasks were performed. Moreover, he foresaw an "explosion" in continuing education that would eventually follow the Department's current promotion of parent education through the Early Childhood Age-Span. "Right now," he stated," We're concentrating on our early childhood thrust as the first bite, not only as a vehicle to improve that level but also to take it to the Legislature and sell them on improving the other two age-spans."[1] The reorganization may signify that the former program concerns had become irrelevant to current political realities and to program emphases of the State Department of Education. The new matrix organization is more flexible, at least theoretically, than the former organizational structure and may be able to channel increased resources into adult continuing education if Department priorities are modified to emphasize this area.

Legislation Relevant to the Coordination of Adult Education

Assembly Concurrent Resolution No. 32 was passed in 1966 forbi-ding any adult program to be transferred from the public schools to the community college and recommending legislation be enacted to resolve adult education problems by the 1967 legislature. In the next four years several bills affecting the financing of adult education were introduced but were not made law. Community colleges unsuccessfully supported SB S88 hoping to eliminate the term "defined adult" in college financing.

AB 1898, which died in committee during the 1971 Legislative session, was an attempt on the part of the Department of Finance to remove the concept of defined adult. At the same time, however, it would have added a section to the Education Code, prohibiting all except the following from receiving money from the State School fund: classes for adults in basic education leading to an elementary school certificate, high school diploma, community college diploma; classes in citizenship training, or English for the foreign born; and vocational classes in which skills are taught that are needed to obtain or upgrade employment. The bill provided for a method of computing allowances for adults enrolled in various high school classes as well as community college classes, including the computation of a special allowance for persons enrolled in a class in community college classes which were not community college graded classes. The Board of Governors would have had to determine the eligibility for reimbursement of all classes for adults.

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[1] Interview with Donald McKinley, Chief Deputy Superintendent of Public Instruction, Sacramento, California, November 28, 1973.

If 1898 had passed, three categories of classes would have been established. Graded classes required for degrees or certificates would be funded at the regular Foundation Program level. Nongraded adult classes would have been funded at thelower high school Foundation Program level. The third category of classes would have been those which would be ineligible for state support. Of the present community college continuing education program the Department of Finance estimated that enrollment in classes for adults would have been split as follows:

eligible for regular Foundation Program	52%
eligible for high school Foundation Program	29%
not eligible for state support	19%[1]

This measure was effectively resisted by adult educators and it failed to be enacted. It would have been difficult to determine course objectives and then to weigh them against the personal objectives of enrolled students. It would also have been difficult for the Board of Governors to determine which classes would receive state support.[1]

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[1] Chancellor's Office, "Financing Continuing Education: California Community Colleges," mimeo, January 10, 1972, p. 2.

A truce was called informally and the passing of SB 765 clearly affirmed that the Legislature intended to support adult education but with efficiency and effectiveness criteria.

SB 765 states that "It is the intent of the Legislature to provide for adequate continuing educational opportunities for adults. --- It is the intent --- that all students, irrespective of age, are entitled to equality of educational programs and services --- to be tendered with maximum efficiency and effectiveness." The bill further directed the Superintendent of Public Instruction and the Chancellor's Office of the California Community colleges to --- issue a joint report prior to April 1972."

As a result of this required coordinative activity of the State offices plus the active participation of a statewide task force of representatives from both institutions, Chapter 701 of the California Statutes of 1972 (SB 94) was approved by the Governor, August 10, 1972. This legislation delineates the function of both institutions. The public schools are responsible for adult basic education, defined as communication and computational skills to and including 12th grade level, English as a second language, and citizenship, as well as the high school diploma program. The responsibilities of the community college include 13th and 14th grade level programs for adults. Responsibilities of either institution comprise vocational and occupational training and retraining, adult continuing education, including but not limited to parent education, consumer education, civic education, education in special fields, and education in the arts and humanities.

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[1] Ibid.

Perhaps the most important aspect of this act is the establishment by community college and public school representatives of Area Adult Continuing Education Coordination Councils to review adult education offerings within all areas of the state where there is at least one community college and a public school adult education program and to make recommendations to the affected governing boards. These Coordinating Councils are presently in the process of organization. There is provision in the act for resolution of issues not settled at the local level. Unresolved disputes not adjudicated by local governing boards are to be referred to the State Board of Education and the Board of Governors of the California Community Colleges. At present, however,the state agencies have no mechanism available that is prepared to tackle issues referred from the local level.

By December 1973, approximately 50 area coordinating councils had been established, and others throughout the state were in the process of forming such councils. These councils have representation from colleges and unified and high school districts, appointed by the respective governing boards. Meetings are held at least quarterly in order to review adult and continuing education plans and offerings and to provide for avoiding the unnecessary duplication of offerings. After reviewing adult and continuing education needs in the community, the councils are also to recommend

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new courses of instruction and to determine the level of instruction for such new programs. Annual reports are to be submitted by June 30 of each year.[1]

Somewhat analogous to the Area Adult Continuing Education Coordinating Councils, in the implementation of California State *Plan for Vocational Education*, advisory committees operate at the state, regional and local school district levels. The California Advisory Council on Vocational Education and Technical Training advises the state Board of Education and the Board of Governors on development of policy and reviews the vocational education and technical training programs. At the regional level, 15 vocational planning areas have been assigned to Area Vocational Planning Committees composed of representatives from the public school and community college governing boards, the Department of Human Resource Development, private industry, labor, private post-secondary institutions, county offices of education, ROC/ROP's, and multi-county joint apprenticeship committees.

With membership similar to the Area Vocational Planning Committees, local school districts are also to maintain advisory committees. These district advisory committes are to provide links between vocational education and technical training programs and the labor market conditions in the local area.

Despite the existence of advisory committees on three levels, according to the Legislative Analyst, no mechanism exists for formal coordination among these advisory groups. In a study published November 29, 1973,[1] the Legislative Analyst recommended that the Legislature develop guidelines for an integrated system of vocational planning. Rather than continue with separate vocational advisory and planning committees at the same time that Area Adult and Continuing Education Coordinating Councils are beginning to operate in the 69 community college districts to achieve better management of programs conducted by public schools and community colleges, the Legislative Analyst advocates legislation which would combine the two sets of advisory groups at the level of the community college district. (By 1975 all areas in California will be included within a community college district.) Since most of the existing vocational education and technical training occurs within the public school and community college, were these two sets of coordinative bodies to continue, there would be a perpetuation of needless duplication of effort and coordinative functions would be further diluted. These local level committees, if combined, would involve high school and unified districts, ROC/ROP's, and community colleges meeting at regular intervals with all adult, continuing, vocational and technical education within the community college district area being their focal point for planning and coordination.

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[1] Board of Governors of the California Community Colleges, "Area Coordinating Councils," Agenda Item 1, December 5-6, 1973, p. 3.

The last attempt to eliminate the defined adult was made in 1972. This major funding bill for the community colleges, SB 95, was vetoed by the Governor. If it had passed it would also have greatly affected the financing of adult education in the community colleges. The reason for its veto was the fact that the deletion of the "defined adult" would have cost the state an estimated $42 million the first year in increased state apportionment to the adult education programs in the community colleges, affecting both their adult education as well as their regular academic program. Besides deletion of the "defined adult" this legislation would have revised from $278.92 to $287.44 the maximum fiscal amount per unit of ADA fixed by statute to be transferred from General Fund to State School Fund. It would have increased the computation tax from 25 cents to 30 cents per $100 assessed valuation. The foundation program would have been changed from $643 to $735, thus increasing state apportionment by $23 million for the community college and $19 million for the public school. Perhaps as a portent of things to come, the legislation, had it been signed by the Governor, would have required that the "Board of Governors of the California Community Colleges shall develop and promulgate guidelines for distinguishing which programs and courses offered by the colleges without the benefit of state support."[1]

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[1] Legislative Analyst, State of California, Area Vocational Education Committees (Final Report), State Capitol, California, November 29, 1973.

Because this bill did not become law, it was necessary that the community colleges seek other legislation in order to improve its financial footing. The need for more state support, in light of SB 90's "assive infusion" of state aid to the public school, led to the introduction of SB 6.

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[1] California State Legislature, Senate Bill No. 95 (3269-100) Reprint 9/12/72 1M0, p. 27.

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Known as the "Taxpayers Relief Act of 1972," SB 90 affected the functioning of adult education programs in both the public school and the community college but for the public schools it was a major funding bill. The most serious outcome for adult education was the elimination of the ten cent permissive tax override in both institutions which meant that there would no longer be categorical support for adult education. This means that adult educators now have to compete with other special interests for a share of the general income of the sponsoring institutions. Because of its traditionally marginal position in either institution, the outlook for adult education at first glance appeared to be a diminution in quality as other concerns assert their ascendency. However, other aspects of the act may influence the public school in such a way that adult education may become a feasible venture for the institution.

To counterbalance the loss to districts emanating from a reduced property tax, the state began to support all levels of public school education at a higher rate. The maximum fiscal year amount per unit of ADA was increased from $272.92 to $385.72. The State School Fund regular foundation program level per ADA increased $462 at the high school level, the same level for other-than-defined adult students in the adult education program. The computational tax rates used in determining state and local shares of foundation program support for high schools was revised from $0.84 to $1.64. The act imposed a system of property tax revenue control and property tax rate limits for school districts, other than community college districts. The homeowner's property tax exemption was raised from $750 of assessed value to $1,750 of assessed value. To bolster the state's ability to meet additional fiscal objections the state sales and use tax went from 3.75 per cent to 4.75 per cent.

The net result of SB 90 is that adult education programs for the public school become a potential source of income to the district since it earns as much state reimbursement--for other-than-defined adults--as is earned in the regular high school program. This amounts to a foundation rate of $950 for other than defined adults and $386 per unit of ADA for defined adults. Thus $4 million in unlevied local taxes will be replaced by $8 million from the state.

If inclusion of the ADA generated by the adult program is sufficient to qualify the school district for equalization payments, it is likely that this financial incentive will be sufficient to motivate some public school districts to develop larger programs of adult education than in the past. Inclusion of a large adult education program can raise the state reimbursement for all ADA generated in the district at a time when districts are afflicted by dropping elementary school enrollments and subsequent loss of district income. Although too soon to detect any statewide trends, at least in one community, Long Beach, there was discussion about the possibility of the unified school district developing a more comprehensive adult education program in order to generate more ADA as well as more state return per unit of ADA for the district.

While SB 90 raised the level of state support in the public school, enactment of SB 6 provides for increases in both state and local funding of community college districts through 1975-76. The increase in 1973-74 alone is more than $65 million dollars, signalling a rise in the state's share of the cost of community colleges from 34 per cent to 42 per cent.[1] Revenue limits for each district is based upon the expenditure per student during 1972-73 with annual funding increases annually by a flat amount per student.

The Foundation Program increased dramatically from $643 to $1,020 for the fiscal year with increments of approximately 6 per cent to be added annually. The allowance for defined adults, however, rose a mere $36.00 per unit of ADA to $556. The act prescribes the method of computing fixed revenue limits based largely on 1972-73 district spending levels. While the computation tax was increased by 4 cents to 39 cents, the maximum fiscal amount per unit of ADA fixed by statute to be transferred from the State's General Fund to the State School Fund increased from $358.72 to $402.72.

Because of the wide disparities between the Foundation Program rates for defined adults and other than defined adults in the two institutions, made wider in the public schools by SB 90 and by SB 6 in the community colleges, strong forces may be predicted to impinge upon the two institutions to either do away with the distinction defined adult or to shift many of their adult students to other than defined adult status. Although extensive data were not obtained, adult education programs which are or which have been identified with the public schools have manifested in recent years a proclivity toward development of occupational training programs as well as daytime academic programs which generate ten or more hours of student attendance per week. Because of the inequities inherent in the present two levels of funding, the community college leadership planned in late 1973 to exert strong efforts to stimulate legislation in 1974 to remove the distinction.

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[1] Board of Governors of the California Community Colleges, "1974-75 Finance Program," Agenda Item 4, October 17, 18, 1973, p. 4.

In order to renew the provisions of Chapter 18 of the 1972 statutes (SB 10) which would have expired May 1, 1973, the Legislature passed SB 656 which specified maintenance of the distinction between adult and minor as 21 years of age. If age of majority had been lowered from 21 to 18 as specified in Chapter 1748 of the Statutes of 1971, the number of other-than-defined adults in the community colleges would have decreased, the number of defined adults would have increased, and there would have been a corresponding lower rate of state apportionment per unit of ADA generated would have been $26.5 million. No expiration date is attached to the more recent SB 656.

Summary

The highly contested issues which had been building throughout the sixties are recapitulated below:

1. Community colleges, tapping the 10¢ permissive tax for adult education, which had been fought for and won by hard pressed secondary school adult educators and their publics, were allegedly siphoning those funds into building facilities and the supporting of graded classes.

It was also alleged that some colleges were manipulating some obviously graded classes to an ungraded status so that they could qualify to assess the tax and that, at a later time, students applied for credit in these questionable ungraded courses.

2. Differential cost of courses were also an issue. Secondary school adult educators charged that the legislature never intended that established foundation programs for higher education would be applied to classes established as classes for adults under Section 5702 of the Education Code. Further, they challenged the concept that continuing education, a mandate of the colleges, was meant to include elementary and secondary level courses.[1]

The colleges countered with the fact that at one time conducting classes for adults was an elementary school function because there were no high schools. When high schools became widespread, they took over this function. Now, however, community colleges are sufficiently widespread that they are able to adequately serve the adults in need of adult education. Because the community college is well equipped to conduct adult education at all levels, it should assume these functions from the high school.[2]

3. Salary differentials are a matter of considerable concern. Transferring the sponsorship of an adult continuing education program from a secondary or unified school district to a community college district would seem to lead to increased costs because the salary paid per contact hour for college instructors is usually higher than the salary per contact hour of secondary school teachers. Several approaches to controlling costs have been taken by community colleges which have taken over adult continuing education

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[1] 1971 Annual Report: Adult Education Advisory Committee to the State Board of Education (Sacramento: State Department of Education, 1971), p. 23.

[2] Charles Patrick, "Differentiation of Continuing Education Functions between Junior Colleges and High Schools," San Diego, 1966, mimeographed.

programs from secondary or unified districts. By employing part-time teachers on an hourly pay schedule and by withholding fringe benefits from such teachers some of the community colleges have effectively prevented a major increase in instructional costs. Another ploy which has been used by adult continuing education administrators in community colleges is that of defining the work load of teachers in the adult program to be heavier than that of the regular academic instructors. This approach is justified on the grounds that it is following the precedent set in vocational education programs which define three hours of laboratory session as equal to one hour of lecture. In fact union contracts for academic teachers also accept this equating of laboratory and lecture sessions. What is not clear, however, is why adult education lecture sessions are treated as laboratory sessions.

If the community colleges were compelled to pay the same hourly wage to teachers in the adult continuing education program as they pay teachers in the regular academic program it is questionable how many colleges would be prepared to operate adult continuing education programs. To date teachers' unions have not made an issue of raising the salaries of teachers in adult continuing education. It seems likely that such an issue may very well arise in future contract negotiations with possible deleterious consequences to adult continuing education programs in community colleges.

It is difficult to see how the problem can be resolved equitably if the secondary/unified districts and the community college districts are both offering some of the same programs. If teachers in the adult continuing education programs in the community colleges are paid at the same hourly wage as teachers in the unified district adult continuing education programs then there will be a discrepancy between their salaries and those of other community college teachers. If teachers in the adult/continuing education programs of the community colleges are paid at the same hourly rate as the other community college teachers then the public school adult continuing education teachers will be working for a lower hourly salary than their counterparts in the community colleges who are teaching the same subject matter to the same number of adult students. The solution to this problem is not readily apparent.

4. From the point of view of the secondary schools the state reimbursement scheme for adult education programs has been under the gun. Only through aggressive leadership has state support for comprehensive adult programming been retained. The permissive local taxing authority was the one way they were able to sustain their programs after the "defined adult" category of funding was initiated. Hard pressed by the increasing costs of educating children, school district administrators were likely to want to use funds which might otherwise be used in adult education for the support of secondary programs. The local adult education administrator therefore had to deal with both a financially hard pressed administrative superior locally and a state legislature which perceived adult education as having a relatively low priority in the total educational finance picture.

Community colleges also feel these same pressures but from different sources. The powerful University Regents and State College system enjoyed broad state support which was not available to the community colleges. At this time the community colleges were asked to take on increasing numbers of lower division college students and to raise the support locally. No tuition is charged to California resident full time students. The "Defined Adult" lower reimbursement became especially meaningful since the lowered level of support was to account for the fact that it is widely believed that ungraded courses cost less. However, two out of three community college enrollees in 1970 enrolled in continuing education and there are three times as many adults in graded as in ungraded classes. Thus significant reduction of state revenue accrued to this increasing number of "defined adults" registering in the more costly graded courses as well as in less costly ungraded courses.[1]

When because of increasing pressure on the legislature by the colleges to do away with the "defined adult," SB 765 was drafted to eliminate the defined adult category only in community colleges. This movement to address a real problem in the community college system was seen by secondary school adult educators as a unilateral attempt by the Legislature to add one more favorable factor to aid the movement of all adult education to the college. The strength of their protest was sufficient to have the Bill rewritten so that the intent of the Bill was to study the entire adult education enterprise prior to making any changes in the financing of the enterprise. It was clear that since 1960 when community colleges were made a part of higher education and given a different funding pattern and especially since 1967 when the administration of the colleges was placed under a separate board, the problems between the two institutions regarding adult education had increased.

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[1] Rhodes, op. cit.

It should be recognized that in 1967-68 there were 60 junior college districts, with six more districts unified with the high school districts (three in Los Angeles, Riverside, San Francisco, and San Diego). Pressure was being placed on (1) junior colleges to separate from high school districts and on (2) all areas in the state to join a junior college district.[1] In some of these areas, such as Sacramento, San Diego and Alameda County, local coordinating committees had already sprung up and were reportedly functioning.

Effects of ABE Federal Funds on Adult Education

One of the most significant temporary effects that ABE funds had at the state level in California was the strengthening of the Adult Education Bureau. Rather than devoting themselves exclusively to ABE, the five full-time professionals and three clerical workers who were brought on to the state adult education staff with ABE monies were considered to be generalists in adult education and were thus able to give the state department at least that much identification with the total field. ABE funds stimulated growth in the service provided by the Bureau of local adult education programs.[2] Without ABE funds, then, the Bureau might not have survived the 1968 reorganization of the State Department of Education. Howeve even with continued ABE dollars available in 1973 the Bureau was dissolved and its functions were attached to general education within the secondary system.

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[1] The latter must be done according to statute by 1975 except in certain counties with a small number of ADA.

[2] Steeves, op. cit.

Because it is categorical financial aid, local districts have been prohibited from diverting ABE monies out of programs for adult basic education for other aspects of adult education or to absorb it for other purposes. Therefore, the $3 million which is distributed to the local districts and comprises about one-sixth of their total adult education program income was able to produce a significant effect at the local level throughout the state.

Although existing adult education programs did not change drastically as a result of ABE monies, adult basic education programs experienced unprecedented growth and expansion, both quantitatively and qualitatively. Without ABE funds, basic education might have been of low quality and might even have been used to generate a lot of ADA but with little quality control. Steeves pointed out that quality controls first exerted in ABE programs have had effects in other areas of adult education. For example, reporting of drop-outs and reasons for separation, documentation of progress as well as the extent and utility of supportive services, all data which are required on ABE reports, had not been asked of administrators previously.

Although the number of full-time adult education administrators apparently did not increase as a result of ABE funding, the number of ABE coordinators, administrators, community center leaders, bilingual supervisors, teacher aides, other para-professionals, and clerical staff did increase substantially in all places visited. ABE funds paid for the salaries of these added staff members. In some areas these ABE staff members have been able to move up the hierarchy to occupy general adult education staff positions. In short, as professor James Farmer of UCLA said, "ABE has opened up new career lines and new opportunities for pre-service training."[1] Besides the addition of staff in adult basic education, improvements made at the local district level, which otherwise would not likely have been made, include: introduction of new ideas, teachers with newly-acquired sensitivities (as a result of the ABE state-sponsored in-service training), provision of supplies and equipment (hardware and software) for more individualized instruction, development of new curriculum and, in some cases, improved buildings Both Los Angeles and La Puente named curriculum development as a benefit of ABE. At least one district (La Puente) conducted some local research projects with their ABE funds.

Professor Farmer feels that ABE funds have favorably changed the shape of the field of adult education--away from a strictly middle class orientation to include needs of the lower classes. This change has been effected by greater recognition of the problems of the disadvantaged and the provision of educational services under ABE which otherwise would not have been supplied if it had been operated as part of statewide revenue sharing. Farmer added that ABE has provided a channel for upwardly mobile Blacks to get to college. It has also promoted a reaching out to the non-English-speaking population.

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[1] Interview with James Farmer, Assistant Professor of Education UCLA, December 13, 1972.

Summary of California City Case Studies

Delivery Systems

Case studies of public school and community college adult education programs were made in four California cities: Long Beach, Sacramento, San Diego, and San Francisco. In two of the four communities, public school adult education began during the last half of the Nineteenth Century and, in the other two communities, during the first half of the second decade of the Twentieth Century. The history of the development of adult education in the four cities reveals not only a rich past in terms of the extent and variety of adult education programs, but also a proclivity for adult education programs to transfer back and forth between the public school and the community college.

San Francisco's adult education was the state's first in 1856. Organized by the city's Board of Education, it was initially directly associated with the elementary schools, but by 1896, it had evolved into the Humboldt Evening High School. Adult education developed under the sole jurisdiction of the San Francisco Unified School District into the second largest adult education program in the state. In 1969, the program, including five adult centers, was transferred to the San Francisco Community College District.

The history of adult education in Sacramento began in 1872 when instruction in English as a second language was conducted for Chinese and Spanish-speaking immigrants. Adult education continued to be a public school responsibility until the early years of World War II, when it was transferred to the Sacramento City College.

It remained there until 1962 when it was returned to the administration of the Sacramento City Unified School District. Although the Sacramento City College continued to conduct a few non-credit courses, the Evening College offerings constituted an evening extension of the daytime regular college program, rather than a major attempt to modify the college curriculum to meet the particula needs and interests of adults.

After it was first organized in 1913, adult education stayed in the Long Beach public schools until 1944 when, as in Sacramento, it was transferred to the Long Beach City College. It continued in that setting until 1970, when the community college was separated from the unified school district to form an independent district. Also in 1970, the newly established School for Adults/Evening High School assumed all responsibility for pre-collegiate adult educatio with exception of adult basic education, about ninety per cent of which continued within the community college.

One year following organization of adult education in the Long Beach public school, the San Diego adult education enterprise began in an elementary school in 1914; two years later adult education became the charge of the San Diego Night School. In 1929 and again in 1935, two more adult schools were started. In 1939, the San Diego Evening Junior College assumed control of the adult education program. In 1954, however, adult education was made a unit under the control of the Unified District, a condition which lasted until 1970, when the program shifted back to the community college system.

The principal similarities among the adult education enterprises in the four cities of Long Beach, Sacramento, San Francisco and San Diego, besides their long history, include relatively high enrollments, diversified curricula, ample financial support, and in almost every case, relatively high standing within the sponsoring institutions. All have full-time adult education administrators. In both San Francisco and San Diego, with the second and third largest adult education programs in the state, respectively, the community colleges have a virtual monopoly of adult education. Public school adult education efforts are either negligible or non-existent. Both San Francisco City College and San Diego Community College conduct the adult education programs via organizational structures separate from the academic functions of the regular academic transfer and occupational programs.

The distinguishing feature of the San Diego adult program, to a lesser extent true also of the San Francisco program, is its quasi-independence within the community college district. The adult education enterprise is organized in such a way that if it were to be transferred back to the public school district, it could do so without major adjustment. Adult educators in San Diego preferred to have adult education located within the institutional structure which would generate the most state support.

Unlike San Diego or San Francisco, the public school in Sacramento sponsors most adult education programs; only a few community services and non-credit programs are conducted in the community college. Likewise, in Long Beach, the majority of adult education, save basic education, is conducted in the public school.

The main thrust of the Long Beach City College Continuing Education programs was college credit courses offered at night in various community locations. In both Long Beach and Sacramento, the public schools perceived some competition from the community college, and in each case, disagreements have arisen concerning the appropriate role of the community college in conducting adult basic education and short-term occupational courses.

Enrollments

The absence of comparable data hampered thorough statistical analysis of the size and growth of the adult education programs in the four communities. Either data had been discarded or stored so as to be irretrievable by adult educators or they suffered from a lack of uniformity in the definitions applied to classes for adults and adult programs. Despite these serious shortcomings, it is possible to make some generalizations about the various growth trends in the four communities and to make some broad comparisons among them.

Study of the available data in three of the four communities permits the conclusion that adult involvement in adult education programs in Long Beach, Sacramento, and San Diego has been growing. San Francisco, on the other hand, has shown no significant change in enrollment with a slight decline in total enrollment.

Long Beach School for Adults/Evening High School in 1972 was feeling the pains of growth due to the shortage of facilities to conduct classes. Since the program began separate from the community college, enrollments rose from 3,777 in 1970-71 to 4,327 in 1972-73. During the same period the community college-sponsored adult basic education program more than tripled, from approximately 400 in 1970-71 to more than 1300 in 1971-72.

Rising steadily during the seven year period, 1964-65 through 1970-71, the Sacramento Unified School District-sponsored adult education enrollments went from 5,160 to 8,524. This rise, relative to the total district enrollment, represented an increase from 9.8 per cent of total district enrollments to 15.3 per cent. No accurate assessment of the adult enrollment in the Evening College of the Sacramento City College can be made because of the nature of the State reports; it is known, however, that besides the growing numbers of regular degree-seeking students, there have been increasing numbers of adults enrolled on a non-degree-seeking basis in the evening program.

The adult education program in San Diego, by far the largest in the four communities, had enrollments increase from 35,653 in 1964-65 to 54,200 in 1970-71. By 1972-73, total enrollment was up to 74,103.

San Francisco, the only community of the four which did not manifest any appreciable growth for the seven-year period from 1964-65 to 1970-71, reported a total adult education enrollment of 21,784 at the beginning of the period. At the end of the period, enrollment was 20,552. Since the time of the transfer of adult education from the Unified School District, the enrollments have reportedly been stable, either showing no increase or a slight decline. The units of ADA generated by adult education, however, have not declined. While enrollments have stabilized the hours students attend have increased.

Adult Education Program Transfers Between Institutions

For the four communities in the California sample, a total of eight transfers of the adult education program occurred between 1939 and 1970. San Diego has experienced three transfers, with the program starting in the public school and transferring to the community college twice. Both Sacramento and Long Beach have had the programs move from the public school to the college and back again to the public school in 1962 and 1970, respectively. San Francisco moved only once from the public school to the community college in 1969.

The first three of the eight moves occurred during the period of World War II. At that time, both the junior colleges and the kindergarten through twelfth grade systems were parts of the same unified school districts. Rather than making moves based on philosophical considerations, the transfers were apparently realized in recognition of the advantages to the districts of a higher rate of state reimbursement for adult education in the junior colleges. For reimbursement purposes, the attendance day consisted of three hours in the junior college, in contrast to the public school's four hours. The transfers occurred also at a time of declining junior college enrollments with adult education seen as a means of bolstering enrollments.

The second round of transfers occurred either shortly before or following the 1970 legislative mandate to establish community college districts separate from unified school districts. In 1969, almost all adult education formerly conducted by the San Francisco Unified School District was transferred to the San Francisco City

College. The following year, 1970, all adult education programs formerly conducted by the San Diego Unified School District were formally transferred to the San Diego Community College District (although adult education programs had previously been associated with the college since 1964). Also in 1970, but with movement in a direction opposite from San Francisco and San Diego, the Long Beach Community College District gave up most of its clearly identifiable adult education classes to the newly established Long Beach School for Adults/Evening High School under the auspices of the Long Beach Unified School District. Both the San Francisco and San Diego transfers constituted sizeable financial windfalls for the sponsoring institutions; although institution financial gain was felt by some to be a motive for the Long Beach transfer, no immediate financial advantage appeared to accrue to the public school in 1970-71.

In the case of San Francisco, the transfer of adult education from the Unified School District to the Community College District not only generated a higher level of support for ADA generated by adult education, but, by counting adult education generated units of ADA with those of the San Francisco City College,the entire college program became eligible for a higher rate of state apportionment under the state's equalization formula. All ADA generated by the college, then, received a higher rate of return than if adult education had remained in the public school.

Besides the greater amount of state support to the community college district and to the adult education program, several other major changes to the San Francisco adult education program resulted from the transfer. Adult school principals were promoted to the position of director with increased status and considerably more autonomy, registrars were advanced to positions of assistant directors, and teachers were allowed to organize into an Adult/Occupationa Division Faculty Senate. Salaries were coordinated with the District's single salary schedule and subsequently raised. The number of full-time faculty appointments with contract status and related benefits also increased.

In contrast to the numerous modifications resulting from the San Francisco transfer, the transfer of the state's third largest adult education program resulted in little program alteration. In fact, the only reported program change in San Diego was that, following the transfer, the community college district started to pay rent for the use of public school facilities formerly used without charge. However, in terms of finances, the transfer did make a significant difference. At the time of the transfer, the adult program received an immediate increase of state support amounting to $40.00 per unit of ADA. In the fall of 1973, the state was paying $65.00 per unit of ADA more than it would have paid if the same program had been run by the unified school district.

In connection with the transfer of adult education from the Long Beach City College to the Long Beach Unified School District, it is significant that most of the adult basic education portion of the program remained with the community college. The public school is the nominal sponsor of ABE in the community, since adult basic education has been defined by state legislation as one of the major functions of the public schools. State-transmitted federal Title

III funds pass through the Unified School District which has the option of keeping as much as it desires to support an ABE program of its own. In the second year of the School for Adults/Evening High School's operation, the Unified School District exercised the option and retained supplemental ABE funds received that year to develop a second program in the community. It is important to note that the decision to create a second ABE program was made unilaterally, without prior consultation with the community college.

Four of the six institutional programs studied in the four communities each spent in excess of two million dollars in 1970-71. San Diego Adult Education Division was the most costly program, as would be expected since it was by far the largest within the four communities and the second largest in the state. Expenditures for the San Diego program rose from $3,445,745 in 1964-65 (representing the sum of $1,608,271.94 for the public school and $94,450.41 for the community college), to $4,503,911.99 in 1970-71. During that same period, the second most costly program, San Francisco adult education program rose from a sum of $2,282,566.15 in 1964-65 to $3,948,574.15 in 1970-71. Although at a lower level, the Sacramento public shcool adult education program showed a much faster growth rate in expenditures, rising from $629,061.47 in 1964-65 to $2,356,530.46 in 1970-71. Expenditures for the public school's counterpart in Sacramento, the Evening College, increased from $206,277.38 in 1964-65 to $2,937,313.00 in 1970-71; however, the exact extent that these expenditures were for adult education as opposed to regular college courses remains undetermined.

The minimal financial figures submitted by the Long Beach public school and community college programs for adults show that the public school spent $326,000 in 1971-72, while the community college spent $835,000 in 1970-71.

The overall pattern for all four communities was one of steady increase of relatively large financial budgets. It may well be expected that the expenditures for adult education, both in absolute amounts and relative proportions to the expenditures of the sponsoring institution will continue to increase.

The four communities, prior to 1973, charged varying amounts of adult education permissive override tax. Although this tax was terminated by the state Legislature in 1973, none of the four communities has yet suffered setbacks in program due to its loss. One reason for this was that 1973 legislation also established higher state apportionment and raised the local taxation limit to support all segments of education in both the public school and the community college.

In San Francisco the size of the local adult education tax levy before it was abolished could not be equated with the degree of district effort to support adult education. Prior to 1973, for example, the San Francisco Community College District assessed 7.7¢ while making adult education expenditures equal to the amount that would have been raised by an 8.9¢ assessment. In the case of San Francisco, then, elimination of the ten cent tax may have had the effect of increasing adult education's claim on the General Budget of the college district by removing the previous ten cent limitation in local tax expenditures for adult education. A similar finding was noted in the San Diego case. There it was reported that the adult education program, following the elimination of the special tax, expended a total of 10.2¢--more than the maximum amount possible from the permissive override tax prior to 1973.

In both Sacramento institutions, local tax revenues generated by adult education have consistently been diverted to aid other needy aspects of the sponsoring institutions' total programs. Therefore, since local adult education tax revenues had not in practice been limited to adult education uses, elimination of the ten cent tax signified virtually no change in the financial support of the adult education program in either the public school or community college.

In Long Beach, the School for Adults/Evening High School did not appear to suffer any financial setback following the abolition of the local adult education tax. Instead, it benefitted greatly from the augmented state funding resulting from the 1973 Senate Bill 95. Although the circumstances had not precipitated any crisis it was clearly acknowledged by both the Evening High School principal and the Superintendent of the Schools in Long Beach that adult education administrators would have to present a strong case for all future claims to its share of the district budget.

Of the four communities in the sample, only the Sacramento institutions--both the community college and the public school--charged tuition for enrollment in adult education programs. In the public school adult education program, tuition was $5.00 per semester, no matter how many classes were taken. Students younger than 21 years of age, students 65 years of age or over, and students registered in high school completion, Americanization, apprenticeship, civil defense, and basic education classes were exempt from payment of fees. The Sacramento City College collected $5.00 for each non-credit class that met 29 hours or less in a semester. For each non-credit class that met more than 29 hours, the fee was $10.00. In the other communities the intention of the adult education institutions was to provide adult instruction at no cost. In cases in which courses or activities were offered which were not eligible for state reimbursement fees were charged.

That adult education tuition was either low or non-existent is significant because it is reflective of the existence of substantial alternative funding sources. The relatively low dependence on tuition payments by adult students is made possible by a long tradition of local and state financial reimbursements to support adult education programs.

Impact of Federal ABE Funds

Different effects of federal ABE funds were perceived by the individual adult educators who were visited during the data collection in California. In only one community was the responsibility unequivocally attributed to federal funds for the germination of the adult basic education programs being conducted. The other three communities already had programs of basic education and English as a Second Language for adults in operation prior to the advent of Title III funds. The net result of Title III monies in all four communities, however, was to enable adult education programs to accommodate greater numbers from certain segments of the adult population who previously had not been included to any great degree in the ranks of adult education students. With the advent of federal funds personnel whose major concern was adult basic eduation began to develop programs and materials to serve the educationally disadvantaged and foreign language-speaking persons within the community. The impact made by the introduction and continuation of Title III funds in each of the four communities is described.

A systematic effort to offer adult basic education began in Long Beach in 1966 when funds provided by the Manpower Development and Training Act were granted to the Long Beach City College to facilitate development of a Learning Center. Two years later, the college chose to replace MDTA funds with less restrictive and more flexible Title III funds. Since 1968, the main contributions of the federally sponsored ABE program in Long Beach may be enumerated as follows: (1) the institutions (both the community college and the public school) became more sensitive to the needs of the disadvantaged, (2) educational programs were extended to segments of the population not previously served through traditional adult education programs, (3) enrollment of the disadvantaged in regular college credit programs was raised and (4) through the operation of the Learning Center, the heads of other college departments have received an impetus to develop their own sets of individualized learning materials.

Because federal support for ABE represented such a relatively small part of the overall cost of the basic education programs in Sacramento and San Diego, the impact was limited to enriching and supplementing the programs which were already in operation. In Sacramento, federal funds have encouraged the development of inservice activities for ABE faculty. It has also paid for useful software and hardware with which to reinforce the program. In San Diego, federal ABE dollars have been invested in such program enhancing features as community aides, instructional aides and multi-media equipment.

In San Francisco, prior to the arrival of federal funds for ABE, basic education and English as a second language classes with 40 to 60 students in a classroom were typical. The most important single effect reported for Title III funds in San Francisco, then, was reduction of the size of basic education classes. A second consequence of Title III-supported ABE programs was to increase the number of colleges and universities offering training in the teaching of adult basic education and English as a second language.

Curricula

The public school and community college adult education programs varied considerably both in the curricula offered and in the way in which the adult curricula were administered. While in two of the four communities, San Diego and San Francisco, there are special organizational structures particularly designed to accommodate educational needs of adults; in the other two communities, Long Beach and Sacramento, most of the adult education is conducted in the public schools and the community colleges appear to make little accommodation to adult education.

The San Diego Community College District's Adult Education Division operates a vast program through its network of seven adult schools and six adult centers. So distinct is the Division from the Community College that the Director is confident it could operat within the context of either the community college or the public school without major modification.

Similarly, the San Francisco Adult/Occupational Education Division of the San Francisco Community College District emphasizes an adult program essentially different from the educational offerings of either the community college or the public school. Much of its emphasis is on meeting the immediate socio-economic needs of the adult population through education, through the English as a second language instruction to San Francisco's large foreign language speaking population, and business and industrial training to persons who are looking for employment or seeking advancement in employment. High school completion course enrollments in 1973 were reported to be on the decline as enrollments in preparatory instruction for GED test were increasing.

The public school adult education curricula of Sacramento and Long Beach are similar in that they include large high school completion programs. Sacramento, however, also conducts many short-courses in vocational and occupational subjects and is also responsible for the Unified School District's parent education program. (So successful are the occupational courses that the community college has initiated its own set of occupational short courses during the daytime program.)

The Long Beach and Sacramento programs are dissimilar in that the Sacramento program conducts occupational short courses of one year or less in duration while the Long Beach public school has not yet begun to elaborate beyond traditional high school subjects. The public school in Sacramento conducts all of the adult basic education in the community, whereas the Long Beach School for Adults/Evening High School only conducts ten per cent of the Title III funded programs.

Not only the public schools, but also the community colleges in Long Beach and Sacramento present similarities in their approach toward adult education. The extent of involvement with adults not pursuing an Associate of Arts degree is somewhat limited in both institutions, although more so in the Sacramento City College than in the Long Beach City College. The latter college, which has conducted an extensive ABE program based on a learning center format since 1966, has also begun vocational orientation courses for adults.

A distinguishing feature of the Long Beach adult education programs of both the community college and the public school is the sponsorship of forum and lecture series which involve thousands of adults annually. The Forums Department of the Long Beach City College conducts about ten different series of lectures plus two film lecture series. The Long Beach Unified School District's "Evening in Education" also consists of approximately ten different lecture and forum series oriented toward improvement of child-parent and family relations.

The Sacramento City College has consistently presented a non-credit program for adults but such offerings have been limited in both the number of courses available and the number of adults attracted to the program. Not until the fall of 1973 did Sacramento City College begin a small program of community services courses directed to particular needs and interests of adults in the community.

In terms of both the variety and involvement of adults, then, adult education in each of the four communities of the California sample is diverse. A wide range of adult education activities are conducted in San Diego and San Francisco where adult education has become one of the main functions of the community college district. In Sacramento all but a few adult education courses are conducted by the public school which offers a broad array of occupational short courses as well as high school completion. In Long Beach, the adult education functions have been more or less divided between the public school which specializes almost exclusively in high school completion and forums for parents and the community college which offers the bulk of adult basic education whose adult education program consists primarily of an ABE Learning Center, a few self-instructional vocational courses and an extensive forum and lecture series.

Coordination

Both Sacramento and San Diego were characterized by coordination efforts which preceded the state Legislature-mandated formation of Area Adult Continuing Education Coordinating Councils by two decades. The Sacramento Regional Committee on Continuing Education was initiated by the University of California at Davis as early as 1954 and, with representatives from universities, community colleges and unified school districts in the thirteen city (one million population) Sacramento region, the Committee met monthly to exchange information and to pool resources. Although one of the Committee's functions was ostensibly to coordinate the education activities of the various member institutions, it was more successful pooling advertising funds to jointly publish brochures advertising the varied adult education offerings throughout the region. The work of this Committee was largely bypassed in 1973 with the mandatory establishment of the Sacramento Area Adult Continuing Education Council.

The University of California Extension at San Diego was largely responsible for the formation in 1950 of the San Diego Regional Committee on Continuing Education. Membership on the committee included extension directors, the community college adult educators, and some library personnel. For twenty years the Committee did little more than exchange information at the irregularly called meetings. By 1967 it had almost ceased to exist. In 1970, when Judson Bradshaw became Director of the Adult Education Division of the San Diego Community College District, he was asked to reorganize the committee. The revived committee was renamed the Regional Council for Continuing Education and provided a common meeting ground for principals of the adult high schools of the Adult Education Division, community college deans of continuing education, extension deans of both the State University and the University of California at San Diego, and their counterparts of the United States International University. Until it assumed the mandated responsibilities of an Area Adult Continuing Education Coordinating Council in 1973, however, the Council was little more than an informal, loosely structured group whose main purpose was to exchange information and develop personal contacts. Before the creation of the Area Adult Continuing Education Coordination Councils, neither the San Diego nor the Sacramento Councils could be called outstandingly successful with regard to the function of facilitating cooperation and effecting coordination among adult education institutions.

Lacking the historical precedence of Sacramento or San Diego, in Long Beach a Coordinating Committee was organized in 1971 to bridge the gaps of opinion and policy between the community college and the public school adult education programs. The stated intent of the Coordinating Committee was to review class offerings and resolve issues between the two institutions. The committee consisted of two members from the community, one administrator and one teacher from the community college, one administrator and one other representative of the Unified School District, and a member of the Unified School District School Board who attended as a non-voting member. By holding meetings regularly, the Committee was able to dampen some of the rivalry between the public school and the community college which periodically emerged over which institution should be responsible for certain kinds of adult education activities. The transition between this Coordinating Committee and the Area Adult Continuing Education Council seemed to be a smooth one, perhaps because the way was paved by the Superintendent of Schools who is chief administrative officer for both the Long Beach Community College and Unified School Districts.

One of the issues of most concern for both the Long Beach Coordinating Committee, as well as the Sacramento Area Adult Continuing Education Council, was the appropriate role of the community college in sponsoring adult education courses which might compete with existing adult public school adult education programs. In the case of Sacramento the issue being tackled by the Council in the fall of 1973 was not between the public school adult education program and the community college Evening College curriculum, but rather, it was between the public school adult education program and the regular daytime college curriculum which had begun to incorporate short-term occupational courses. This strategy was explained by at least one spokesman for the community college on the grounds that short courses were necessary to recoup revenue losses due to declining enrollments of regular college students. A similar issue was being pursued in Long Beach where the Evening High School Principal (in 1972) strongly believed that the Long Beach City College should limit itself to offering two-year Associate of Arts courses of study. Although in 1973, the Evening High School would have found it extremely difficult to offer such courses because of the shortage of space and although the community college already had been offering such short term courses for some time, the Evening High School Principal expressed the view that eventually the public school would assume all responsibility for all education not part of college level study for the A.A. degree. A second problem in Long Beach hampering efforts to bring about coordination between the two institutions was the question of the appropriate placement of the bulk of the ABE program.

Although the San Francisco adult education program was transferred from the public school to the community college, the Unified School District continues to serve 500 adults at one of the adult high schools. In addition, San Francisco Council School Department in 1973 was preparing to launch a Regional Occupational Center for older high school-age adolescents and adults. Thus, despite the possibility that the public school may reinstate the adult education programs in the future, through 1973, the Adult Occupational Division of the San Francisco Community College District entertained no plans to discuss interdistrict cooperation in adult education; the stated reason for this stance was that the Unified School District had not shown any interest in expanding its adult education efforts beyond the small vocational program it was conducting.

Summary

The adult education enterprise in each of the four communities in the California sample were found for the most part, to be extensive in terms of enrollments, curricula, and budgets. With adult education traditions tracing to either the latter half of the Nineteenth Century or the first two decades of the Twentieth Century, there appeared to be a stable local commitment to serving the adult populatin's education needs. Strong programs were found in both the community college and the public school, with the strongest community college programs obtaining where public schools had ceased to sponsor adult education programs. Title III funds appeared to make their greatest impact by producing an extension of existing programs to the poor and educationally disadvantaged segments of the population which were being served to a genrally limited degree immediately prior to 1964-65. In only one of the four communities did introduction of federal monies for ABE appear to produce strains in the relationship between the public school and the community college. The potentially disruptive effects of the Legislature's removal of the local permissive override tax for adult education seemed to have been outweighed by the simultaneous introduction and enactment of significant increases in the level of state support for community colleges and public schools--both of which affected state reimbursements for ADA generated by adult education. In the two communities where adult education was still considered a function of both institutions, coordination efforts--both voluntary and mandated--had ameliorated but by no means eliminated the presence of interinstitutional competition and conflict over the appropriate responsibility of each institution in sponsoring certain kinds of adult education courses and programs.

Conclusions

One is impressed with the size of and the number of public dollars behind the adult education enterprise found in California. Over one billion dollars were spent in 1970-71 on the education of adults within the state. Looked at individually, some of the adult programs are clearly of quality which would be hard to match nationall However, the problems which plague other states, with far less experience in the delivery of large scale adult education services utilizing public funds, still characterize California adult education.

Since the major variable this study focuses on is the "long range public interest" in having access to a quality, accessible, wide range of offerings in adult education, the effects on that service, be they institutional or financial, are germane. Both secondary schools and community colleges in California have been involved in adult education for at least 65 years. When these two institutional forms had one institutional base, coordination of adult education activities did not appear to be a problem, although there is no evidence that maximum delivery of adult education services using both institutions was ever considered to be an important issue. However, when the colleges were transferred to the system of higher education in 1960 and obtained a separate board in 1968 the problems of coordination and development of stable delivery systems within the two institutions have become markedly exacerbated.

During the sixties a number of forces came together in California which had varying effects on the size, the composition and the quality of adult education in that state.

Already alluded to and a key factor in adult education during the sixties was its separation ideologically and operationally from the secondary school system. Along with this separation was an unprecedented growth in community colleges and all higher education. Accordingly, the competition for public educational dollars was crucial.

Another factor occurring in the sixties was the democratizing of educational opportunities along with rising expectations of those who did not go on to college among which were those who were severely undereducated and under- or unemployed. Large amounts of federal funds became available at this time including the federal ABE funds.

A third factor which affected the delivery of adult educational services was a virtual shakeup of existing political alliances and mechanisms for mediating the delivery of adult education and services. These changes were secondary effects of the first two basic forces but in and by themselves congealed to form a new force being exerted on a system already in flux. Among these changes in political alliances was the breaking up of the professional adult educators as a lobbying group with a singular purpose, the shift in power bases at the state level with the strengthening of the CJCA, the establishment and growth of the CCHE and the Board of Governors, of the California Community Colleges as new departments, and the reorganization of the State Board of Education, both in 1968 and 1973, where familiar structures were obliterated and a new matrix form of organization was established.

What were the effects on the adult education enterprise? It would appear that secondary school adult education suffered severe blows. The rapid growth of the community college, competing vigorously for dollars with higher education, resorted to gaining some financial support from the secondary system by making inroads on the adult programs established there. This is not to say that the colleges did not have as one of their legitimate functions the education of adults nor is it failing to note that some colleges already had well-developed adult programs. However, if the colleges had had both (1) other financing sources available to them and (2) mature leadership within the college system, it seems unlikely that some colleges would have resorted to tactics, possibly questionable but clearly legal, to support their growth.

In other words, from the community colleges viewpoint it was evident that in one of their functions, the education of youth in the first two years of college, extraordinary demands were put upon them with inequitable allocation of state funds. It seems equally clear that in some situations the inequities accruing in higher education were made up by equally inequitable actions within the secondary system adult education enterprise. One would have hoped that community college leadership would have been able to look at the long term public interest in adult education, for which they have a legislative mandate, rather than sacrificing one mandate for short-term financial gains of the institution for another mandate. However, this leadership expectation, which may in a maturing institution be an unrealistic expectation, did not characterize the state although in individual cases, perhaps where financial pressures were not as great, such leadership did occur.[1]

There is evidence that colleges, with the consent of secondary schools, chose to transfer responsibilities for adult education in order that state or federal dollars would replace local dollars. A principle emerging here is that pragmatically public dollars are viewed differently by hard pressed school administrators in any system. Whenever the responsibility can be shifted to the next level of taxing authority this is considered rational behavior by the local administrator. Accordingly, one can hear what appear to be vocational arguments such as were voiced in one area that the costs of adult education may be fairly comparable in that city regardless of the institution offering the program, but one institution should be favored since costs were cared for by a proportionately higher level by state dollars, thus costing local taxpayers less. This suggests that one public generates local tax dollars and another generates state tax dollars and that their interests are not necessarily complementary.

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[1] Examples of this type of leadership can be seen in a letter from James K. Duncan of Riverside City College to Abram Friedman, Los Angeles City Schools, dated April 13, 1971. In this letter the competitive and divisive nature of the situation is decried and an appeal is made to "dedicate ourselves and devote our efforts to cooperatively doing the best job possible to achieve the end result, the educated adult."

There is a widespread belief among college and adult school educators that some colleges misused the permissive adult education tax by diverting part of it to programs which are clearly not adult education. There is clear evidence that the adult aspect of the college program state-wide has a much higher local support level than other aspects of the college program. On the other hand, some secondary schools have abrogated their responsibility to adults either because it was one more responsibility which another institution would take over and which had more adequate funding or because there would be high financial gain through equalization to the college district with which they were associated. None of these motivations appears to speak to the long-term state and federal level public interests in extending the variety and quality of adult educational programs in all districts.

The effects of federal financing of ABE can be seen in the quantity and quality of elementary education offered and in a shifting within the secondary school system to the use of federal funds to support their program. ABE offerings have increased from 1.4 per cent to 11.2 per cent of the total adult education enterprise in the secondary schools. At the same time the dependence on federal funds for the support of the total adult education enterprise has shifted from almost zero in 1964 to 20 per cent in 1970-71 in this syste

ABE funds have been used to increase the quality of the elementary offerings, if a lower class size, more counselors, more paraprofessionals and a greater variety of methodology and materials are used as a measure. Some spill-over effects have occurred into the larger field of adult education according to the state office but these spill-overs were not documented with any specificity. ABE funds, appear to have supported the secondary school adult education enterprise at a time when massive changes were occurring in the state system. Thus, the Bureau of Adult Education was sustained until 1973 and a new source of funding was opened up and made at first almost entirely available through the secondary school. The fact that 40 per cent of those funds now are channeled through the community college is primarily true because San Diego and San Francisco adult schools are now identified with the college system.

The move to coordination of adult education at both the state levels and the local levels is no doubt the result of many forces. Certainly the transferance of the two programs out of "the big three" (San Diego, San Francisco and Los Angeles) was a critical juncture. However, the need for coordination had been building throughout the sixties in many ways. Differential lower financing of adult education was not seriously challenged until this funding affected the whole community college enterprise adversely. The defensive position in which the secondary adult education personnel have been placed has led to immoderate and questionable charges and countercharges which could no longer be ignored since public coverage of some of the issues has been increasing.[1] The growing dependence of institutions on adult tuition and local permissive taxes have added to the cognizance of the legislature the tax payers revolt. In at least some cases the growing dependence on federal funds as being contrary to the long run best interests of the state program was a pressure to examine the entire public system of adult education and place it in perspective with all public education.

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[1] A full page feature article on these issues was run in the Los Angeles Herald Examiner on May 7, 1972.

The recent mandating of coordination and the reforming of financing formulas should have some positive effects on adult education within the state and only time will attest to that fact. The basic problem in adult education, has no more been solved in California, however, than in other states. There is still a lack of institutional commitment to adult education, at least in terms of commitment of resources, if not in terms of avowed purposes.

CHAPTER V

CONNECTICUT CASE STUDY

Introduction

Connecticut was chosen for this study because it offered opportunities for comparisons with the other four states along several dimensions. The state is geographically small and its ABE program serves a large number of European immigrants in contrast to the rest of the sample. Most adult education programs and all ABE supported by Title III funds are channeled through the public school. The community college system in Connecticut is comparatively new, having been established in 1965, and is still maturing. Another distinct feature of this state is the fact that vocational education is not a function of the public schools but, rather, is carried out through a system of regional vocational-technical schools which articulates with two-year technical colleges and stands apart from the local public elementary and secondary schools and the regional community college system. These general features which characterize the state along with the powerful role that non-public education has played historically in the state need to be understood in order to properly interpret the effects of federal financing on adult and adult basic education in the public school and the community college.

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Historical Development

Legislative History

"By tradition and legal interpretation, the state government has accepted the responsibility for providing all our citizens, including adults, with the education necessary for our democracy, economy and culture that they may function fairly and effectively."[1]

This statement indicates that the support for adult education in the public schools rests on tradition and a permissive interpretation of the state constitution. Legislation supporting adult education in the public schools was not enacted until large numbers of non English-speaking immigrants began to settle in the state at the turn of the century. At that time legislation was enacted which required any town with a population of 10,000 or more to provide an adult program for at least 150 clock hours of instruction per year; that if twenty or more persons demanded citizenship courses in a town of any size that town would have to provide such courses; and that no tuition or fees were permitted for such courses; and that local boards of education in any town with adult programs shall provide rooms, facilities and personnel.[2]

The legislation establishing the public community college was enacted in 1965.[3] In this act a regional community college

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[1] James Dorsey, "Special Report on Adult Education for Dr. William J. Sanders, Secretary, State Board of Education," n.d. [1972].

[2] Sections 10-67, 10-68, 10-69, 10-70, 10-71 and 19-73a of the Connecticut State Statutes.

[3] Public Act No. 330, An Act Establishing a State System of Higher Education, Section 216, Secdtio 28 (1965).

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system was established under its own board of appointed trustees with regional councils to assist the board in development of policies and budget.

This same act established a Commission of Higher Education to which the state university, state colleges, regional community colleges and the state technical college would report.[1] The State Board of Education is charged with the responsibility of supervising the elementary and secondary level institutions which include the public schools, the state technical institutes, and adult, vocational and veterans education, as well as the responsibility for managing MDTA programs. High school certification, including the GED, is also placed under the Board's jurisdiction.[2]

Within the institutions of higher education, adult basic education, general adult education and adult vocational education are carried out primarily by the community colleges and the state technical colleges. In Connecticut there is a Commission for Higher Education which oversees the total post-secondary educational system. There is also a Board of Education which is coordinate with the Commission and which has the responsibility for handling state concerns dealing with elementary and secondary education.

Before the legislation was passed establishing the regional community college system and creating a Board of Trustees for that system, the community colleges were a part of the State Department of Education and were governed by that Board. When the legislation was enacted removing the community colleges from the control of

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[1] Ibid., Section 1 to 8.

[2] Ibid., Section 10 and 11.

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the State Board of Education, there was also some thought given to the complete separation of the State Technical Colleges from the Board as well. The structure shown in Figure V-1 indicates that the Board of Trustees for the State Technical Colleges is of the same nature as the other Boards which report to the Commission for Higher Education.

In order to maintain a strong link between the technical colleges and the vocational high schools, the membership of the Board of Trustees of the State Technical Colleges is the same as the membership of the State Board of Education which governs the elementary, secondary and vocational schools. Accordingly, a strong link has been maintained between the secondary and higher education institutions engaged in technical and vocational education even though this relationship is not apparent on the organization charts.

Since 1965, the unit responsible for adult education within the Connecticut State Department of Education has been renamed and reorganized several times. On September 1, 1965 the Bureau of Higher and Adult Education included basic education, civil defense, general adult education, high school equivalency and veterans' education programs. The Bureau reported to the Director of the Division of Instructional Services. Adult and apprentice education were also the responsibility of the Bureau of Vocational Technical Schools.

The organization chart dated September 1, 1967 included a Bureau of Continuing Education in place of a Bureau of Adult and Higher Education. Within this Bureau, there were three staff

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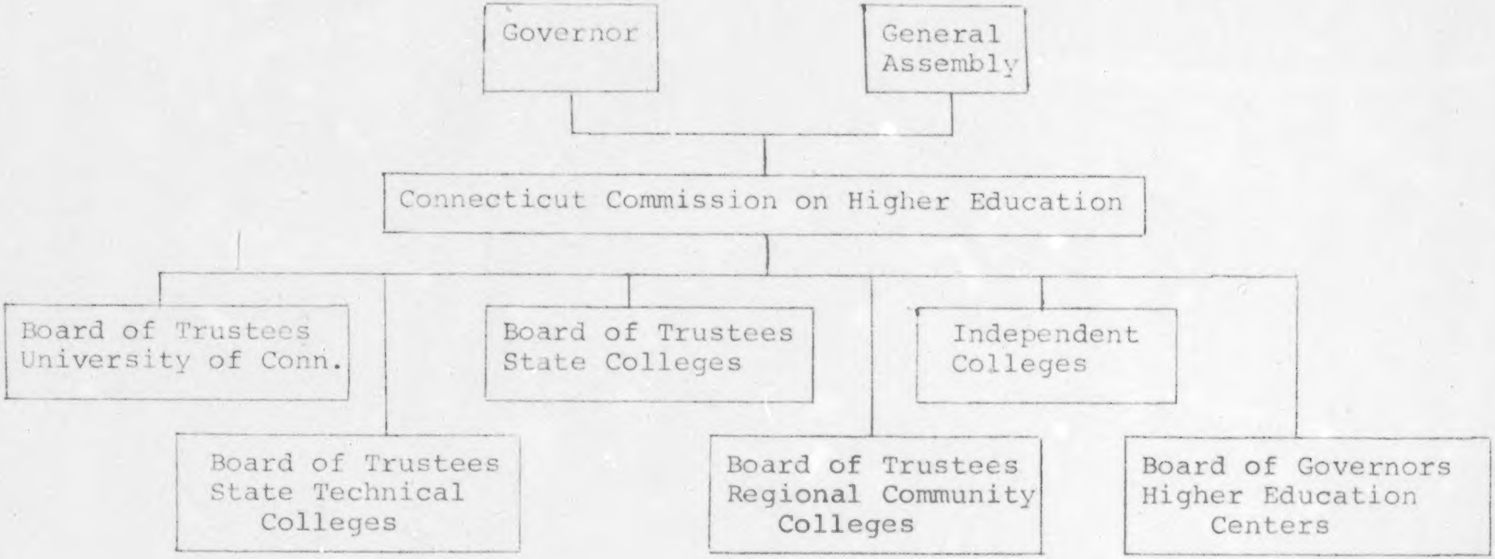
FIGURE V-1

ORGANIZATION OF HIGHER EDUCATION IN CONNECTICUT


Governor
General Assembly
Connecticut Commission on Higher Education
Board of Trustees University of Conn.
Board of Trustees State Technical Colleges
Board of Trustees State Colleges
Board of Trustees Regional Community Colleges
Independent Colleges
Board of Governors Higher Education Centers

(General Statutes of the State of Connecticut, Sections 10-324)

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members assigned to adult education: one in civil defense, one in high school equivalency and the third with general responsibilities. The post for a person in adult and apprentice education was continued in the Vocational Technical Schools.

As of April, 1969, the organization chart indicated that there were three men working in general and basic adult education. One of the staff was assigned to veterans' education and the second was charged with high school equivalency and working papers. The third staff member was in charge of civil defense, compensatory educational programs, driver education and private school accreditation.

The name of the Bureau of Continuing Education had been changed to the Bureau of Compensatory and Community Educational Services by the time the next chart was distributed in April, 1972.

Throughout the succession of name and title changes, the chief adult education officer continued to report to a Bureau Chief who reported to an Associate Commissioner in the Division of Instructional Services who in turn reported to the Deputy Commissioner and to the Commissioner of the Connecticut State Board of Education.

If the organization chart is interpreted literally, then the officer with the authority to coordinate the work of the Bureau of Compensatory and Community Educational Services and the adult and apprenticeship work of the Division of Vocational Education is the Deputy Secretary to the Department. Accordingly, within the State Department of Education the structure does not readily facilitate cooperation and coordination between the units engaged in adult education.

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The current organization of the Bureau of Compensatory and Community Educational Services within the State Department of Education is shown in Figure V-2.

Connecticut Commission on Aid to Higher Education

The 1967 session of the Connecticut General Assemby established the Connecticut Commission on Aid to Higher Education and gave it the following duties in adult education:

> The Connecticut Commission on Aid to Higher Education shall . . . provide for a comprehensive, coordinated and statewide system of college and university community service programs designed to assist in the identification and solution of community problems in urban, suburban and rural areas, and, as a part thereof, shall (a) identify problems, matters or areas relevant to the interests and welfare of the citizens of the state which it deems should be made the subject of community service programs, (b) support community service programs regarding such problems, matters or areas through any public or private institution of higher education in the state, through any combination of such institutions, and through any joint, collective, regional, representative or other organization established by such institutions or by professional staff members designated by such institutions, (c) provide an information service about community service programs in institutions of higher education in the State.[1]

This Commission prepared a directory of the institutions of higher education which listed the kinds of programs conducted by each institution including community service activities. Although the directory was prepared by a commission whose responsibilities are defined as lying within higher education, the directory has, as an appendix, a listing of the types of adult education courses available through Connecticut public schools. The directory reported that in 1967 there were adult education programs being

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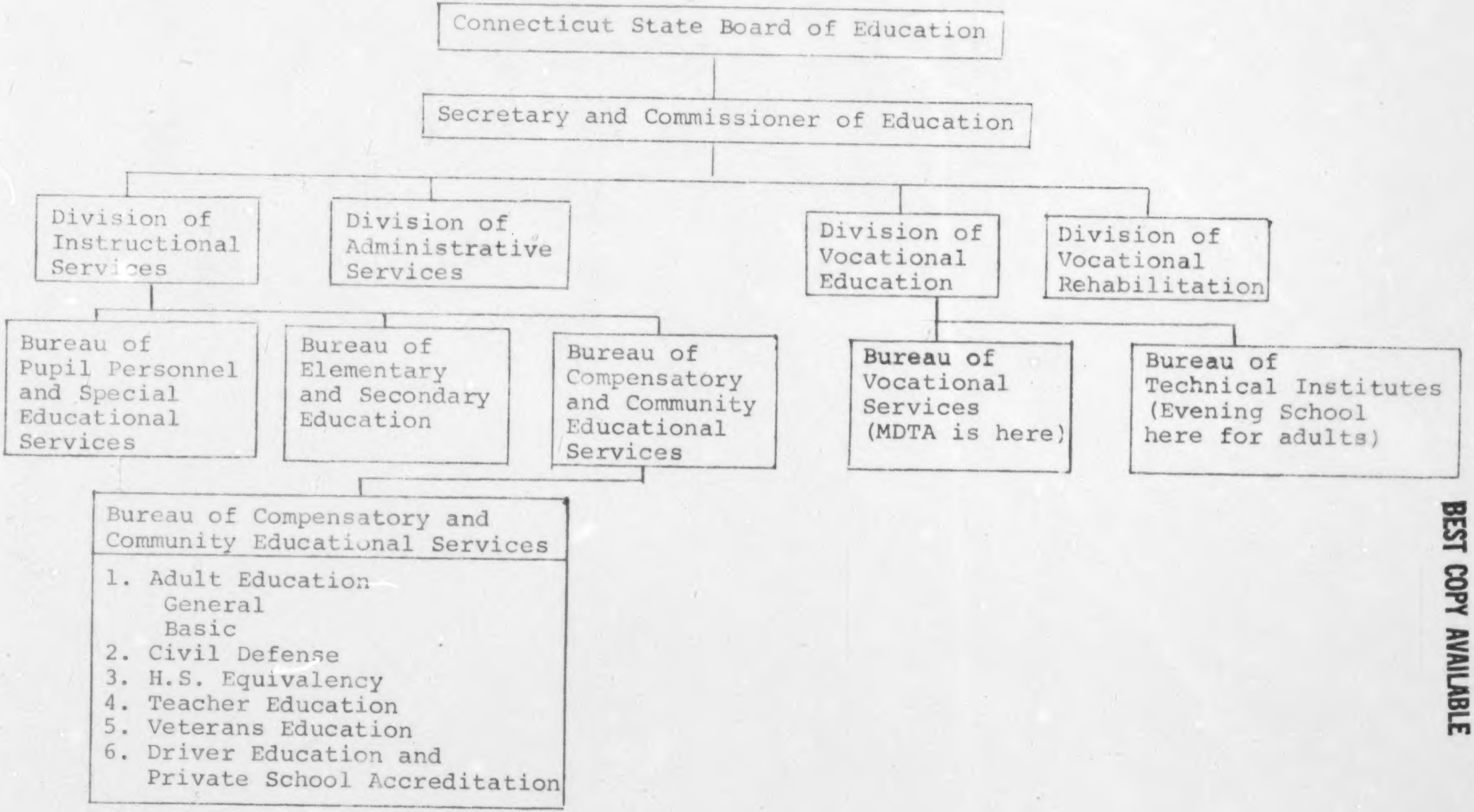
[1] Connecticut Commission on Aid to Higher Education, Resources of Connecticut Colleges and Universities for Community Service Programs 1967. (Hartford: the Commission, 1967), p. 12.

FIGURE V-2

ORGANIZATION OF BUREAU OF COMPENSATORY AND COMMUNITY EDUCATIONAL SERVICES WITHIN THE STATE DEPARTMENT OF EDUCATION


Connecticut State Board of Education
Secretary and Commissioner of Education
Division of Instructional Services
Division of Administrative Services
Division of Vocational Education
Division of Vocational Rehabilitation
Bureau of Pupil Personnel and Special Educational Services
Bureau of Elementary and Secondary Education
Bureau of Compensatory and Community Educational Services
Bureau of Vocational Services (MDTA is here)
Bureau of Technical Institutes (Evening School here for adults)
Bureau of Compensatory and Community Educational Services
1. Adult Education
General
Basic
2. Civil Defense
3. H.S. Equivalency
4. Teacher Education
5. Veterans Education
6. Driver Education and Private School Accreditation

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conducted by the public schools in 71 towns with a total enrollment of over 85,000.

The Master Plan for Higher Education in Connecticut was published by the Commission for Higher Education in January, 1974. Although the term adult education was not used, the Commissioners did have recommendations dealing with cooperation among institutions which conduct continuing education.[1] And even though the program of community services has consisted of a collection of adult education programs, the Commission chose to offer recommendations on community services which distinguished them from continuing education and which called for some work with children below college age.

In dealing with continuing education the Commission for Higher Education recommended:

58. that the Subcommittee on Coordination of Planning in conjunction with the Department of Education develop closer coordination between the continuing education programs offered by the colleges and those given by the high schools.

59. that the institutions in each of the six regions publish a common directory or catalog describing the continuing education courses available in all institutions within the region and indicating the credits that can be earned by successful completion of each course.

The Commission defined community services as including "noncredit courses and other specially designed educational activities which the college is uniquely qualified to provide and for which there is

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[1] Connecticut Commission for Higher Education, Master Plan For Higher Education in Connecticut 1974-1979 (Hartford: the Commission, 1974), pp. 67-69.

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an unfilled need in the community."[1] The Commission made two recommendations regarding community services:

> 64. That Connecticut's institutions of higher education in consultation with local citizen groups assume major responsibility for providing the training component in diversified community service programs, including noncredit courses, that are responsive to unfilled citizen needs.
>
> 65. That a high priority be given to community service programs that will reach children below college age and their parents to inform them and stimulate their interest in higher education and its accessibility in Connecticut.[2]

In treating continuing education and community services as distinct and distinguishable activities the Commission followed the precedent set in California and perpetuated by the American Association of Community and Junior Colleges (AACJC). It may be noted that the Commission did define community service somewhat more restrictively than either the State of California or the AACJC in that the kind of service to be provided in Connecticut is expressly educational. The provision of child care facilities for the children of students and faculty members is recommended by the Commission, but these activities are not regarded as "community services" though they would be in California or AACJC usage.

History of Adult Education Development

Public elementary and secondary schools have had the responsibility of general adult education since Americanization programs were established in the early 1900s.[3] Programs within the schools increased and decreased with the needs of the depression and World War II.[1] Incentive monies from the state have been available for adult education since 1951[2] for the 169 towns, which is the designation for the local geopolitical units. However, even though adult education was required of all towns with a population of 10,000, it was reported that in many cases, especially in the smaller towns or suburbs, as recently as 1965, the program was a "token" operation,[3] consisting of only a handful of programs. The numbers of classes, registrations and pupil clock hours in State reimbursed public school adult education programs are shown in Table V-1.

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[1] *Ibid.*, p. 72.

[2] *Ibid.*, p. 73.

[3] Dorsey, *op. cit.*, p. 11.

TABLE V-1

NUMBER OF CLASSES, REGISTRATIONS, AND PUPIL CLOCK HOURS IN STATE REIMBURSED PUBLIC SCHOOL ADULT EDUCATION PROGRAMS 1962-63 TO 1970-71

Year	Classes	Registrations	Pupil Clock Hours
1962-63	2,335	59,048	1,433,651
1963-64	2,447	62,164	1,457,312
1964-65	2,602	62,959	1,459,145
1965-66	3,036	70,006	1,592,937
1966-67	3,311	73,834	1,847,374
1967-68	3,907	83,953	1,908,051
1968-69	3,824	83,601	1,862,435
1969-70	3,878	84,544	1,930,660
1970-71	3,976	90,399	2,111,972

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[1] Interview with F. Repole, Director of Adult Education, Danbury High School, Danbury, Connecticut, October 20, 1972.

[2] Dorsey, op. cit., p. 30.

[3] Interview with R. Whinfield, Associate Professor, University of Connecticut, Hartford, Connecticut, October 16, 1972.

The rate of growth has been rapid over the last nine years with a 47.8 per cent increase in pupil clock hours, a 53.1 per cent increase in the number of course registrations, and a 70.3 per cent increase in the number of classes conducted.

With the establishment of the state operated regional technical vocational schools in the early 1900's for the purpose of providing vocational education for high school youth, evening adult vocational education became available. There now are 15 of these institutions. This adult education, however, is a marginal enterprise in the budget with money appropriated under a line item for temporary services, which also includes driver education and substitute teachers. Notwithstanding, these institutions do a "creditable job in adult education in the state."[1]

The technical colleges serve approximately 10,000 to 12,000 adult students each year and have done so for at least nine years. The program is conducted as a service and is financed by state and federal appropriations. Historically the technical colleges have been reluctant to attempt to finance the costs of running an expanding program by charging tuition. As will be mentioned subsequently, the state leadership of the technical colleges is in the process of changing the established practice. Table V-2 shows the number of adult enrollments in courses offered by the State Technical Colleges.

The Bureau of Vocational-Technical Schools also conducts adult education programs at the secondary level serving nearly 14,000 adults and costing in excess of $2,750,000.

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[1] Ibid.

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TABLE V-2

ANNUAL ADULT STUDENT ENROLLMENT (DUPLICATED)
OF CONNECTICUT TECHNICAL COLLEGES

	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72	1972-73
Technicians Program	12,350	11,604	11,331	8,890	9,916	10,711	9,802	8,225	7,239
Fire Admin. & Technology	464	139	562	403	531	597	532	685	602
Distributive Education	151	--	--	--	--	--	--	--	--
Supervisory Personnel Development Training	--	1,211	1,131	1,197	1,154	1,209	1,159	1,135	1,219
Basic Fireman Training	--	--	--	--	--	--	1,338	933	1,004
TOTAL	12,965	12,954	13,024	10,490	11,601	12,517[a]	12,832[b]	11,008[c]	10,114[d]

[a] Women = 681

[b] Women = 814

[c] Women = 682

[d] Women = 643

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Part-time enrollments in adult education programs conducted by the evening schools of the Bureau of Vocational-Technical Schools are shown in Table V-3 together with approximate operating costs, excluding capital expenditures. The size of the program from year to year is said to reflect the changing levels of training needs of the defense and other industries serving Connecticut.

Some leisure and avocational courses are conducted by the vocational technical schools but since these courses are not eligible for state reimbursement they have not been reported to the Bureau of Vocational-Technical Schools and therefore no adequate record of such courses and their enrollments exists.[1]

TABLE V-3

BUREAU OF VOCATIONAL-TECHNICAL SCHOOLS
ADULT EDUCATION
EVENING SCHOOL PART TIME ENROLLMENTS AND EXPENDITURES[a]
1965-66 THROUGH 1972-73

Fiscal Year	Enrollment	Operating Costs[b]
1973	11,770	$465,000
1972	10,848	432,000
1971	13,838	529,000
1970	19,133	687,000
1969	10,613	441,000
1968	9,644	379,000
1967	12,411	472,000
1966	9,348	371,000

[a] Data provided by John J. Higgiston, Chief, Bureau of Vocational-Technical Schools, Connecticut State Department of Education, by letter, October 15, 1973.

[b] These are costs of personal services and contractual services and commodities. These costs exclude capital outlays of any description.

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[1] Frank Woods, Questionnaire on MDTA and Vocational Education, October, 1972.

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Table V-4 shows the number of enrollments and the operating costs, excluding capital outlay, in adult education programs funded under the Manpower Development and Training Acts. There is no necessary positive correlation between the number of adults enrolled in any fiscal year and the operating costs reported because (1) the programs are of varying length and these variations are reflected in operating costs, and (2) the programs are of varying degrees of complexity which affects the numbers and kinds of instructional resources required. Accordingly, no inferences should be drawn about changes in the cost of MDTA programs per year or per enrollee.

TABLE V-4

BUREAU OF VOCATIONAL-TECHNICAL SCHOOLS
ADULT EDUCATION
MDTA ENROLLMENTS AND EXPENDITURES 1963-1973[a]
(FEDERAL)

Fiscal Year	Enrollment	Operating Costs[b]
1973	2,200	$2,303,522
1972	2,000	1,911,690
1971	1,100	1,198,000
1970	1,200	1,075,313
1969	1,700	1,473,060
1968	2,500	2,063,313
1967	900	763,913
1966	800	655,901
1965	1,800	1,000,766
1964	1,628	325,685
1963	610	113,199

[a] Data provided by John J. Higgiston, Chief, Bureau of Vocational-Technical Schools, Connecticut State Department of Education, by letter, October 15, 1973.

[b] These are costs of personal services and contractual services and commodities. They exclude capital outlays of any kind.

The regional community colleges grew from three colleges in 1965 to 12 in 1972 and their establishment was so rapid that planning time was inadequate for most of them. Most had to start in high school facilities which meant that during their early years they had little control over their physical plant and could not count on having access to existing school facilities at the time the colleges needed them. Since there was little available in the public schools to support technical and vocational education, and since the public and the governing board were primarily transfer oriented, the program emphasis for the first few years was on academic and business courses.

Connecticut community colleges were not oriented toward adult education and community services initially. In fact there appeared to be appreciable resistance to the acceptance of the ideal of the comprehensive community college. The Board of Trustees of the Regional Community Colleges described the functions of the colleges:

> Two of the major functions of public community colleges are (1) to provide the first two years of the four-year bachelor's degree program, and (2) to provide a variety of occupational-vocational one- and two-year programs. Another important purpose of a public community college is to provide the means for both adult and high school graduates who are unsure of themselves, or who may lack the usual educational tools for traditional college admission processes, to begin training which will in time eliminate deficiencies, resulting in better educational and employment opportunities in future years.[1]

This statement of purpose supports the analysis of the Executive Officer of the Board of Trustees of the Regional Community Colleges as he spoke about the reporting of a consultant from the A. D. Little

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[1] Connecticut Community Colleges, 1972, Board of Trustees of Regional Community Colleges, Hartford, Connecticut, n.d.

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Company to the Commission on Higher Education regarding the proposed plan for community colleges.

> I remember in the fall of 1970 when he presented this report to the Commission of Higher Education and discussed it. They couldn't understand some of his assumptions and some of his emphasis on part-time students and where they would come from and things of this type. . .and he couldn't in the time he had. . .get some of the Commission members to really understand what it was all about."[1]

As the community colleges are now organized, very little adult education other than specially scheduled college classes is found in their programs. Though adults may be registered in the credit classes held in the day or sometimes evening, these programs are considered to be in the transfer or occupation sectors. In fact, about 40 per cent of the students enrolled in Connecticut community colleges are 21 years of age or older. The education extension fund which must be self sustaining has been utilized for some avocational adult courses supported by tuition by some colleges. Community services, a function which was first funded by the state in 1970-71 for $25,000 for the twelve colleges, provides one way to obtain federal or state grants for specific projects and presently provides the main avenue for increasing student enrollment. In 1971-72 the total appropriation for community services was $35,000, and in 1973-74, $54,186 was allocated to the colleges for community services. Three of the twelve colleges have made major efforts to utilize this approach to meet the needs of adults in their community and these three colleges by placing more emphasis on adults, tend to be the fastest growing units within the system. The community colleges have been hiring presidents and other key administrators from Michigan and California community colleges and their ideas about adult continuing education are just beginning to influence institutional and system policy.

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[1] Interview with Searle Charles, Executive Office, Board of Trustees, Regional Community Colleges, Hartford, Connecticut, October 17, 1972. Referred to Arthur D. Little, Inc., A Suggested Plan for Developing Connecticut's Community College System. Cambridge, Mass.: Arthur D. Little, Inc., 1970.

The Board of Trustees of the Regional Community Colleges have only recently begun to make appropriations for and to keep records on the community service activities of the community colleges. William S. Searle, Coordinator of Community Services for the Board of Trustees of the Regional Community Colleges, explained that the Board did not employ a coordinator for community services until mid-1972 and this fact, in part, accounts for both the relatively low level of community service activity and the lack of records on the state level for the community services function.

Another reason which makes it extremely difficult to estimate the amount of adult education programming conducted by the community colleges is that they are permitted to maintain an "auxiliary service fund" and an "educational extension fund" each of which may be used to conduct self-supporting or profit-making adult education programs. The only restriction placed on these funds is that the former shall not be in excess of $150,000 and the latter in excess of $100,000 at the end of a fiscal year. Each regional community college is essentially free to do as it wishes regarding the provision of a self-supporting adult education program and the fixing of fees for participants.

The second major source of possible confusion is a category of courses which may be called fundamental or developmental but

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which can be described rather accurately as remedial. Searle noted that in 1967 about 10 per cent of the course work conducted by the community colleges collectively was remedial or "developmental," ranging from as low as five per cent at suburban campus to as high as 15 per cent in city colleges. For some reason, the amount of course work which is recognized as developmental has decreased so that by late in 1973 he estimated that the city colleges were offering between 3.6 and 5.0 per cent developmental programs and the suburban campuses were offering between 1.2 and 4.0 per cent.

In Connecticut as in the other four states in the study there is educational work being conducted by the community colleges at an educational level that is clearly secondary. This developmental work is not regarded as adult education in any of the five states, even though to an outside observer it would appear that sub-collegiate level instruction was being given. Inasmuch as the open door community colleges accept the responsibility of providing educational programs for adults, regardless of their previous level of educational attainment, it seems inevitable that secondary level educational programs be offered by those institutions. Rather than regarding this remedial work as separate from the colleges' regular teaching program, the tendency has been to offer courses matched to students' academic achievement and to consider the coursework as conventional community college offerings. Yet it would be possible to develop such remedial instruction outside of the credit curriculum and to tailor it fully to the felt needs of the intended audience. The state financing plans are not currently well suited to facilitate such development, serving instead to encourage the organization of adult programs into credit bearing collections of courses leading to a certificate or to an associate degree.

In Connecticut the operational definition of community services can be seen from the kinds of categories which the colleges are instructed to use in making their semester reports of community service programs:

1. Educational Extension - includes credit courses exclusively.
2. Educational Expansion - educational, upgrading or new career opportunities which reach beyond traditional course and college limitations.
3. College - Community Relations: identifying and involving in a significant manner members of community groups in activities of the college.
4. Social Outreach - organizing programs to increase the earning power, educational level, and or political influence of disadvantage persons.
5. Public Forums and Civic Action - bring together leaders to discuss problems with resource people and a citizen audience.
6. Personal Counseling - for non-students only
7. Leisure Time Activity - for groups of persons who are not reached by the regular programming.
8. Facility Utilization - a continuing use of an extraordinary facility.
9. Cultural Development - activities to reach a new group of persons not reached by the normal programming.

In the summary of community services activities for Spring, 1972, Searle grouped the various activities into the following categories: (1) helping people develop special job skills; (2) helping inmates learn new skills; (3) helping people keep up with the times; (4) special; (5) we go to where the people are; (6) the elderly; (7) needs of persons working with young children; (8) helping veterans; (9) expanding educational opportunities;

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(10) major conferences and (11) cultural development.[1]

In the report of activities in the fall, 1972, Searle defined and described community services:

> Community services are programs that bring the college in touch with the real "now" needs of its region and in turn brings new people to the college. Community colleges were designed to assist people who had never been adequately served by existing colleges to get a college education - either academic or occupational. Community services programs are designed to keep that idea alive by continually changing to meet the changing needs of citizens. "Innovation" and "experimentation" are two of the key words in community services, as programs are designed to fit people rather than requiring people to fit into the needs of the college.[2]

Eighteen categories were used to summarize the community services activities: (1) programs for unemployed persons: (2) career development courses; (3) career retraining programs; (4) workshops on regional problems; (5) extension centers; (6) weekend college courses; (7) senior citizen activities; (8) personal development-recreation; (9) personal development; (10) special institutes, programs; (11) rural poverty; (12) Spanish speaking people needs; (13) programs for welfare recipients; (14) programs for disadvantaged persons [not remedial courses]; (15) human relations, inter-cultural and inter-racial; (16) community development activities; (17) programs involving cooperation with OEO and poverty organizations, and (18) seminars on specific issues.[3]

The community services programs outlined in the two reports are all educational programs and as such could appropriately be called adult education. There is no indication that funds designated for community service are being used to develop physical facilities or to provide services to children and adolescents as is the case in California. Although the amount of State support is still quite small for the community services activities of the regional community colleges, the colleges, by charging tuition and by working out cooperative arrangements with other agencies are able to conduct expanding programs of adult education which are self-supporting and in some cases subsidize other program activities.

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[1] William S. Searle, Connecticut Community Colleges Community Service Programs, Spring, 1972 (Hartford: Board of Trustees, Regional Community Colleges, 1972).

[2] William S. Searle, Connecticut Community Colleges Community Services Programs (Hartford: Board of Trustees, Regional Community Colleges [1973]), p. 1.

[3] Ibid.

If the philosophy of the staff persists, if the interest of the Board of Trustees in community service programs is at least maintained, and if the community college presidents and other chief administrators of the community colleges, who have come from other states where the community service function is more fully developed, attempt to copy that practice in Connecticut, then it seems almost certain that this aspect of the work of the regional community colleges is bound to increase in level of funding and in importance.

Complete statistics on adult educational participation in the community college system are not maintained at the state office. The state staff report 210 adult students enrolled in the system in 1967-68 and 932 enrolled in 1970-71.[1] These estimates do not include adults registered for credit courses or adults involved in community service projects. What is clear is that adult programs in the community college have increased at a more rapid rate in the last two years with increased efforts to secure state and federal

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[1] S. Charles, Questionnaire for State Office of Community College, October, 1972.

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grants for specific projects as well as to offer avocational-leisure programs on a fee basis. These enrollments are not reported to the State Office presently nor are these figures available at the local level.

In summary then it can be seen that quantitatively the public schools, the regional technical schools and the technical colleges are the providers of the major portion of adult education carried on in public institutions. The community colleges as a group are beginning to mount some programs, but to date the strong advocacy for adult education in the community college emanates from the state staff and a few of the college presidents. Starting in the spring, 1973, academic deans and presidents of the community colleges have been showing a marked increase in interest in adult education and particularly part-time students. The enrollment of part-time students at the community colleges increased by several hundred in September, 1973, according to Charles.

Growth of Adult Education

In order to estimate the size of the adult education enterprise within the public school, several sources of funding must be examined. In reimbursable programs, enrollments increased from 35,134 in 1951-52 to 90,399 in 1970-71.[1] However, these figures do not include non-reimbursable recreational or avocational courses which are not reported to the State office. ABE enrollments, which were routinely included in the above adult education figures up to

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[1] Dorsey, op. cit., p. 30.

1966 and for the most part are included following that date[1] are shown separately as follows:

Year	ABE Enrollments
1966	7,858
1967	8,008
1968	8,326
1969	9,497
1970	9,689

The age distribution of Connecticut ABE students in 1970 is as follows:

Age Grouping	Number of Adult Students in ABE
18-24	3,134
25-34	3,019
35-44	1,955
45-54	1,053
55-64	394
65 and over	134

In 1970 there were 410 teachrs in 721 classes teaching 9,689 students. Public school buildings were used for 562 classes with the remaining 159 classes held in a variety of locations. Although no state level teacher training workshops were reported for Connecticut in 1970 there were 82 workshops held at the local level. Two state level administrators and supervisors and 38 local supervisors were engaged in the ABE program.

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[1] Prior to 1966, ABE was reimbursed as other adult education courses and the pupil clock hours reflect this fact. After categorical funding of ABE in 1966 most towns continued to claim pupil clock hour reimbursement although presumably some did not.

The racial composition of Connecticut's ABE students in 1970 was 7,005 white, 1,536 Negro, 12 American Indian, 47 Oriental and 1,089 other.[1]

Financing of Adult Education

State reimbursement for adult education was six cents a pupil clock hour beginning in 1951 and one-half the salary of the director of adult education was reimbursed up to $2,500. Recreational courses could be offered but tuition income had to cover the cost of such courses,unless they were organized for the elderly or the handicapped. A registration fee of $2.00 could be charged for town residents for courses which were not Americanization, grade or high school completion.[2]

In 1959,the pupil clock hour reimbursement was raised to twelve cents. Other than this change no further legislation has been passed regarding adult education in the public schools. Legislation proposed in 1973 by the state office of education contains the following changes:[3]

1. One half of the salary of a local director or directors will be reimbursed by the state.

2. All boards of education of the towns shall provide a program of adult education for its residents 16 years or older.

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[1] Nicholas A. Osso. Adult Basic Education Program Statistics Students and Staff Data July 1, 1969 - June 30, 1970 and Summary of Years 1966-70. (Washington: U.S. Government Printing Office, 1972), p. 26.

[2] Dorsey, op. cit.

[3] Sections 10-67, 10-68, 10-69, 10-70, 10-71 and 19-73a of the Statutes of the State of Connecticut.

3. Instruction shall be provided in any subject (unless recreational) upon written petitions by at least twenty resident adults.

4. The state will reimburse the aggregate pupil clock hours equal to the average daily membership grant entitlements as derived by dividing the total number of certified pupil clock hours of instruction by 720, except that there should be no payment for classes or activities for which tuition is charged, or which are recreational (except for aged or handicapped persons), or which are funded by state or federal agencies.

5. Tuition or registration fees may be charged for recreational or any other courses not usually provided by the elementary and secondary schools based on the estimated cost of the program. Such services shall be provided on a not-for-profit basis and may be handled through an adult education school activity fund.

Income from Federal, State and Local sources to support adult education programs in 1964-65, 1967-68 and 1970-71 are shown in Table V-5.

The funds from Federal sources increased 86 per cent overall from 1964-65 to 1970-71 (521 per cent for adult basic education, 62 per cent for adult vocational education, and 58 per cent for MDTA programs); State funds increased 217 per cent, local funds 46 per cent for an overall increase of 85 per cent. At the beginning of this period Federal funds accounted for 59.3 per cent of the total. By 1970-71, the relative importance of the Federal contribution had increased by 0.3 per cent, largely due to the remarkable increase in state funding. The Connecticut legislature has not sought to get

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by simply by appropriating the minimum matching funds required to participate in the Federally funded programs.

TABLE V-5

ADULT EDUCATION INCOME SOURCES IN CONNECTICUT

Source	Academic Year 1964-65	 1967-68	 1970-71
Federal			
Adult Basic Education	$ 90,000	$ 394,794	$ 559,625
Adult Vocational	340,000	490,000	550,000
Manpower Development and Training	1,110,000	2,500,000	1,750,000
Sub Total	$1,540,000	$3,384,794	$2,859,625
State			
Adult Basic Education	-0-	$ 298,346	$ 400,000
Clock Hour Reimbursement	230,169	280,000	330,000
Sub Total	$ 230,169	$ 578,346	$ 730,000
Local			
Sub Total	$ 827,363	$1,109,206	$1,205,795
Grand Total	$2,597,532	$5,072,346	$4,795,593

Differential Costs: Public School vs. Community College

There are insufficient data on the differential costs of adult programs including ABE to make a comparison possible since there were no comparable programs in both the public schools and the community colleges on which to make these judgments. To date, all facilities and services for adult education have been donated by both institutions as a local contribution or in-kind. Any estimate of costs must consider the differential in teachers' salary, which in the public school now averages about $8.00 a contact hour for adult and ABE teachers and by state policy, is $250 per credit hour ($16.66 per contact hour based on a 15-week course, three hours a week) in the community college. On the basis of teacher salaries for credit courses it would appear that the community college program costs more, given equal class sizes and equal rates of student progress. However, the community colleges are not compelled to pay the same hourly wage for teachers in non-credit programs as they do in credit programs. Also part-time teachers are not eligible for fringe benefits as are full-time teachers. Activities which are conducted by the colleges through (1) community services, (2) auxiliary services or (3) extension funds may employ teachers and other resource persons and pay them at whatever rate is mutually agreeable. Accordingly, it seems likely that for the adult education programs of the community colleges the actual salary rate would be appreciably lower than the level would be for the same amount of teacher time spent in a credit course.

The difference in cost to the student between public school and community college adult education programs is striking. For example, a citizen in Vernon can take a non-credit real estate course for $2.00 in the public school or for $50.00 in the Manchester Community College. The college must enroll 20 students to meet its cost for the course estimated at $1,000 of which $750 is for salary, plus benefits which vary with the teacher. In the Vernon public school it was reported that the total operating cost of the program per student enrollment for classes with an average of twenty students is about $3.33 with the student paying a $2.00 registration fee in classes other than adult basic education. Manchester Community College, which utilizes the Vernon public school for college classes, is not charged rent by the school for its classes. It therefore would seem that the public school adult education programs are operated at a much lower cost than those operated by the community college.

Coordination and Delineation of Functions

Coordinative Mechanisms

Specific moves for coordination of state education efforts in Connecticut first occurred in the area of higher education. In order to bring some rationality to this field, the Commission of Higher Education was formed in 1965. This Commission is charged with coordination of the university, the state colleges, the community colleges, and the technical colleges. However, as has been noted, the board of the technical colleges is made up of the same persons who comprise the State Board of Education. The Master Plan for Higher Education in Connecticut deals with the matter of coordinating the efforts of the community colleges, the state technical colleges and the University in three recommendations:

> 19. That the State Board of Education be relieved of responsibility for the technical colleges and that new members be appointed to a Technical College Board.
> 20. That the governing boards of all institutions offering a two-year program or component consider how they can expand services to a region through combining efforts and resources.
> 21. That the governing boards of the state technical colleges, the regional community colleges and the University in conjunction with the Commission for Higher Education, study and report, prior to July 1, 1975, on methods of improving the interface of the three two-year components in order to expand opportunities in their respective regions.[1]

These recommendations deal only with the institutions of higher education,but the Commission for Higher Education and the State Board of Education have been concerned with coordination across the boundary separating secondary and post secondary education.

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[1] Connecticut Commission for Higher Education, Master Plan for Higher Education in Connecticut 1974-1979 (Hartford: Commission for Higher Education, 1974), p. 33.

Informal coordination occurs within the State Office of Education between the vocational, MDTA, and public school adult education programs.[1] There is natural articulation between the regional technical schools and the technical colleges since the regional schools are the feeder schools to the technical colleges.[2]

An ad hoc committee, the Connecticut Advisory Committee on Continuing Education, was constituted in 1970 under the aegis of the State Board of Education and the Commission for Higher Education. It consisted of members from public schools, all levels of higher education (public and non-public) as well as representatives from business and related public agencies. This group met through 1970 and made its report in July, 1971.[3] As yet no action has been taken on the recommendations contained in the report. In fact, few of the key leaders in education are aware of the existence of the report. This committee found that

1. Continuing Education programs in Connecticut are given too low a priority and are still viewed as stepchildren of the State educational system. With the possibility of diminished federal funding this situation could become seriously aggravated.

2. Responsive leadership is lacking causing the existing leadership to be diffuse. There is an overlap of authority with a resulting careful guarding of prerogatives. The result is program inefficiency, duplication and the lack of full utilization of potential sources of strength in major educational centers of the state.

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[1] Interview with J. Dorsey, Coordinator, Adult and Community Education, State Office of Education, Hartford, Connecticut, October 16, 1972.

[2] K. De Rego, Director of Extension Services, Waterbury State Technical College.

[3] Connecticut Advisory Committee on Continuing Education, Report to the State Department of Education and Commissioner for Higher Education (Hartford: Advisory Committee, Commission for Higher Education and State Board of Education, July 1971), pp. 12-13.

3. Concomitant with the above there is a vague role for continuing education which is reflected in budget allotments, impaired ability to attract qualified staff, and reduced program capability.[1]

The Advisory Committee offered several recommendations:

1. . . . Continuing education program responsiveness to its diverse clientele involved flexibility in program scheduling and imaginative use of space and facilities.

    a. Communities. . .survey carefully existing community resources, assessing their potential as environments for specific programs.
    b. . . .Create day care centers within traditional educational institutions as well as in other community agencies.
    c. Community directors of continuing education programs must affiliate themselves with many agencies in an area in order to insure. . .productive use of resources. . .as well as identifying regional needs.

2. Programs had proliferated often to a degree that at once impaired quality and produced inefficiencies in duplication.

    a. Continuing education programs in the state should be more effectively coordinated. . .The State should take a more active role in the supervision of design and implementation and program evaluation.
    b. An effective information storage and distribution structure should be established in order to combine where possible the particular capabilities of programs.
    c. . . . efforts should be made to utilize television facilities to their fullest extent.

3. "Availability of a program does not insure acceptability.

    a. "State funds for continuing education should include a budget for publicity campaigns and recruitment.
    b. "Such programs should be multi-lingual.

4. ". . .accepted professional mantle of teachers would have to be tailored to the needs of . . .participants, assuring flexibility often impaired by an educational establishment.

    a. "Competence to work in continuing education should not be simply based on some arbitrary set of certification requirements.
    b. "Teacher preparation or orientation programs should be set up.

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[1] Ibid.

c. "Recruitment of teachers must insure. . .that they are motivated and available when participants are available."[1]

The State Office of Education adult education personnel meet regularly with the Connecticut Consulting Committee for Adult Basic Education, a group representing education, labor and minority groups for the purpose of planning and advising among programs. This committee is appointed by the State Board of Education. In line with the policy of integrating the adult and ABE enterprises the name of the committee was changed in 1971 to Adult rather than Adult Basic Education. This committee listed as one of its five objectives for 1971-72, "to develop closer working relationships with such agencies as the Department of Correction, Manpower Development Programs, and the Concentrated Employment Program who presently are conducting programs similar or related to adult basic education."[2]

Among other efforts for coordination, the State Office of Education personnel regularly bring together all general adult and adult basic education directors for staff training. The professional association CAPSAE (Connecticut Association of Public School Adult Educators) appears to be an active forum for communication within the public school programs.[3] Apparently there has been no attempt to include community college or the state regional-technical school adult education personnel in this organization. An attempt to reorganize a state umbrella association of adult educators by Professor Edward Keane, formerly of the University of Bridgeport, met with limited success in 1973, when an organizing meeting and one day conference, attracting 75 persons, was held and the Adult Education Association of Connecticut with five regional task forces were organized.[1]

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[1] Ibid., pp. 13-18.

[2] "Connecticut Consulting Committee for Adult Basic Education: Report of September 13," 1971, p. 3.

[3] Dorsey, op. cit. and interview with Paul Taylor, State Staff Development Coordinator, Hartford, Connecticut, October 17, 1972.

Donofrio, an officer of CAPSAE, said that the attempt to establish an AEA for Connecticut arose from a desire of the University of Bridgeport to establish an adult education graduate program. Although two meetings were held by those interested in having such an umbrella organization, those who were interested in supporting CAPSAE were concerned about the relationship between CAPSAE and the new AEA. Now the AEA group is inactive while CAPSAE has 500 members and has meetings four times each year.[2]

The general conclusion is that coordination in adult education and among adult educators is infrequent at both local and State levels. A better job is done, it appears, in some local areas among public agencies and citizen's committees. In Danbury an advisory committee made up of leading citizens and two major state political office holders was apparently a strong force in building and financing an award winning public school adult education program.[3]

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[1] Telephone interview with Edward Keane, Professor of Psychology, Housatonic Community College, September 12, 1973.

[2] Telephone conversation with Don Donofrio, Director of Adult Education, Town of Bridgeport, Connecticut, September 14, 1973.

[3] Repole, op. cit.

In Waterbury the articulation indicated by the adult education administrator in the public school with the welfare department, schools, churches, immigration service, community college and businesses appeared to have influenced the accelerated rate of growth of the adult program from a minimal one site program in 1970 to a large multi-site program in 1972 and provided articulation for some GED students in further education at the community college and job opportunities.[1]

However exemplary these efforts have been, it is concluded that coordinative mechanisms in Connecticut are at a very early state of development and presently there is no effective state level or local level coordination among adult programs in the public schools, the community college, and other institutions providing adult education.

Since the first visit to Connecticut by the staff of this project, there has been a change in the directorship of adult education at the State Office of Education. The new director, John Ryan, has set up regular meetings with Dr. Searle Charles to foster coordination between public schools and community colleges in adult education. The presidents of the 12 colleges have met with Ryan to discuss the issue. At this initial meeting, another meeting was organized and 60 public school adult educators and 35 persons representing continuing education in the community colleges met for a day. Twelve ad hoc regional groups were organized in the meeting and the afternoon was given to the persons in these regions to discuss their programs and problems.[1] Coordination appears to be receiving increased attention.

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[1] Interview with Don Gonillo, Director of Adult Basic Education, Waterbury Public Schools, Waterbury, Connecticut, October 18, 1972.

Delineation of Functions

There is no legislated delineation of functions in adult education in Connecticut. Each public school and many community college administrators interviewed stated that historical precedent indicated that the provision of curriculum up to the twelfth grade was the province of the public schools. The State Office of Education personnel also supported this judgment but recognized that the community colleges in some cases were already doing GED type programs and that the "issue of who is to do what adult education" would be a major future issue.[2]

Community college personnel at the local level who were interviewed gave this same explanation of functions. When questioned what would occur if the community college system would initiate ABE programs, the answer was, "We would be questioned on this policy . . . by the State Board of Education and the Commission of Higher Education."[3]

At the state level, the community college state director takes the philosophical stance that all adult education should be in the purview of college functions. He believes that experience in California and in Michigan has demonstrated that such an arrangement is made conducive to adults taking classes and developing their talents. This he considers to be an important part of post-secondary education.[1] However, he recognizes that now there is not the political or financial backing for such changes to occur and that any changes will need to evolve cooperatively over a period of years. The Master Plan he feels will have to deal with this question. At the time of interviewing, all 12 community colleges were doing developmental education (6% of the total enrollment in Manchester Community Colleges) and one college was doing ABE under a MDTA and a NYC contract. However, for the most part the provision of ABE and GED instruction is the prerogative of the public schools. When the system first began in 1967 approximately 10 per cent of all course work was remedial, nearly 15 per cent in city colleges and 5-9 per cent on suburban campuses. In 1973, city colleges were offering 3.6-5.0 per cent developmental courses and suburban campuses between 1.2 and 3.8 per cent. If efforts to serve the Puerto Rican population are successful the percentage will rise.[2]

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[1] Telephone interview with J. Ryan, Director, Adult and Community Education, State Office of Education, Hartford, Connecticut, July 11, 1973.

[2] Interview with A. Plante, Chief, Bureau of Compensatory and Community Educational Services, State Office of Education, Hartford, Connecticut, October 17, 1972.

[3] Charles, _op. cit._

The director of the technical institute system is in favor of expanding the adult education role of these institutions by conducting courses which would be supported entirely from student fees. In the past, the practice was to offer adult vocational education using only the tax funds for support. Because this support has been quite limited, the number of courses which were held was less than the number for which there was a manifest demand. The effect of the new policy on the division of adult education responsibility and the balance among the several kinds of institutions offering adult education cannot be determined at this time.

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[1] Ibid.

[2] Letter from William S. Searle, Coordinator, Community Services, Board of Trustees of Regional Community Colleges, Hartford, Connecticut, November 29, 1973.

In discussing possible developments in the future, Charles felt that eventually Connecticut would follow the pattern found in a number of states and place all two-year post secondary institutions under a single governing board. Operationally this would mean that the community colleges, the technical institutes and adult education now found in the public schools, community schools and vocational technical schools would be brought together under one board which would be under the higher education board.

Growth of General Adult and Adult Basic Education in Four Connecticut Communities

The four Connecticut communities included in the study were Danbury, Hartford, Manchester-Vernon and Waterbury. In the case of Manchester-Vernon, there were high school districts engaged in adult education in both cities and a single community college served them both. Accordingly, Manchester and Vernon were treated as a unit.

Table V-6 shows the budgets for adult basic education and the total budgets for all adult education conducted by the public schools for the three fiscal years which were emphasized in this study. The percentage increases in the budgets for all of the cities except Waterbury, which did not budget for adult education programming prior to 1979-71 are shown in Table V-7.

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TABLE V-6

BUDGETS OF FOUR COMMUNITIES FOR ADULT BASIC EDUCATION AND FOR ALL ADULT EDUCATION

Community	1964-65 Budget		1967-68 Budget		1970-71 Budget	
	ABE	Total	ABE	Total	ABE	Total
Danbury	-0-	$ 10,216	$25,000	$ 86,693	$54,000	$161,154
Hartford	$38,257	202,757	45,276	204,519	45,326	229,421
Manchester-	-0-	3,351	11,000	23,991	15,966	38,612
Vernon	5,000	20,000	8,600	25,000	9,000	28,000
Waterbury	-0-	-0-	-	-	-	11,000[a]

[a] A full-time director was appointed in 1970-71 and subsequently the total budget rose to $29,000 in 1971-72 and $30,000 in 1972-73.

TABLE V-7

PERCENTAGE INCREASE IN TOTAL ADULT EDUCATION BUDGETS OF THREE COMMUNITIES, 1964-65 TO 1970-71

Community	Budget 1964-65	Budget Increase to 1970-71	
		Dollars	Percentage
Danbury	$ 10,216	$150,938	1477
Hartford	202,757	26,664	13
Manchester-	3,351	35,261	1052
Vernon	20,000	8,000	40

Hartford, which had been spending far more than the other cities, showed an increase which would scarcely offset the effects of inflation. Danbury, which had only a small amount budgeted for adult education in 1964-65, enlarged its program nearly 15 times and spent about one-third of the total on adult basic education. Even with sizeable increases in funds budgeted for adult education, the programs in Manchester, Vernon and Waterbury remained small.

Effects of Federal Adult Basic Education Funds

Within the four Connecticut communities, the effects of outside-categorical funding appear to be mediated by several important factors. Some of these factors appear to be the status and personality of the local administrator, the nature of the community relative to urbanization and SES, and the philosophy and objectives with the resulting structures of those institutions committed to delivering the services.

It appears that the status and personality of the local administrators are among the most salient intervening variables. Where the administrator is full time, the growth of ABE and adult education is most dramatic. Directors, regardless of style of administration, who are able to successfully develop informal, if not formal, communication with the existing structures show dramatic increases in both the remedial and general adult program offerings. The characteristics of the director were reported to be key variables in the Thomas study also.[1] The present size of programs, however, in the estimation of the administrators themselves, does not relate to permanency.

Permanency of the developed program, once external funding ceases, appears to be more a function of the philosophy and objectives of the local institutions sponsoring the program. In those institutions where adult education is considered an important function by the president or superintendent, administrators indicate that the program would be maintained without the support of external funds. Institutions can apparently be induced to develop adult programs if costs are minimal but such programs may be controlled by maintaining the administrator in a part-time status or simply limiting the places available in the program.

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[1] J. Alan Thomas et al., Adult and Continuing Education (Chicago: Midwest Administration Center, The University of Chicago, 1970).

Direct Effects

The availability of categorical funding may either stimulate or depress the activities in the larger field of adult education. In two of the communities general adult education increased in the same ratio as ABE whereas prior to 1966 little if any adult education was being done in these communities. In another highly urbanized community the external categorical funding increased the remedial programs while the general adult programming showed little increase. In the two smaller suburban communities the general adult program continued to grow from the moderate base it had established while the ABE programs appeared to be encapsulated programs distinct and apart from the larger structure of general adult education. This phenomenon was consistent even though the structures for delivering the services were distinct in one case and integrated in another.

Federal ABE funds, delivered through Title III funds, have had no direct effects on adult education in the community colleges in these four communities. However, other federal or state funding sources which had ABE or adult education components were sought out by two of the three community colleges visited. The major factor which apparently influences the development of adult education programs in community colleges seems to be the philosophy of the president and the ceiling placed on program expansion in other areas.

A major deterrent to the developing of adult programs, given the positive support of the president, is the fact that the public schools adult programs are offered at such low cost to the consumer. No comparisons were available in remedial education since only one community college operated adult remedial programs and presently neither the public school nor community college appears to be in a competitive posture.

The State

It should be noted that the advent of Federal funds for ABE, which in 1970-71 was $600,000 for Connecticut, apparently stimulated the Governor to initiate the appropriation of new state funds amounting to $425,000 for ABE. Since these monies are co-mingled any effects of ABE monies are only in part directly attributable to federal funds. However, since these state funds were initiated only after the federal funds were provided,it seems defensible to suggest that the one million dollars spent annually is in fact a direct result of federal ABE monies being provided.

Personnel.-- One profound effect of federal ABE money was the developing of a cadre of professional full-time adult educators. The state office personnel increased from one man in charge of adult education and one man in charge of GED in 1964-65 to a third man in charge of ABE and a fourth man who is a consultant on general education at present. In 1970,a full-time man was assigned to staff development functions. Until July 1, 1973 he also reported to the University of Connecticut staff as well as to the local Hartford director in whose facilities he had his office. After July 1 he was transferred to the regional federally funded staff development program at the continuing education center in Durham.

In the local areas across the state in 1965 there were four full-time adult education directors. With federal funding of ABE, four more full-time directors of adult education and six full-time directors of ABE were added as well as a number of part-time directors. This has created some problems, especially in areas where the ABE director is full-time and the adult education director is part-time or in areas where each operates his own separate enterprise. Presently, however, these problems are recognized and steps are being taken to integrate the entire operation.[1]

Programs.-- ABE monies provided incentive for towns to either begin to provide adult programs or to extend their programs to the poor and undereducated. Presently there are ninety adult and twenty ABE programs in the state. At one point, forty-two towns had developed ABE programs, but to serve smaller communities it was considered more efficient to regionalize.

Based on the four localities visited, it would appear that in many cases qualitative differences have occurred because of ABE funds although it is hard to document any large scale changes this has made in adult programs. That is to say that the more generous funding in ABE has allowed for decentralization, special recruitment and support efforts, materials, individualized instruction, inservice training or personnel. These benefits do not accrue to the larger adult program except for the increased leadership in administration, the increase in state support services, and possibly increase in facilities and program options.

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[1] This dichotomy appears to have arisen because of local decisions to keep the programs separate, a decision which rests in large part on the fact that Title III funds are limited to use below the 8th grade reading level.

Professionalization.-- With the building of a cadre of persons, some of whom hold full-time positions in adult education, there has been a growth in professional organizations, and in ABE an initiation of pre-employment requirements specific to adult education.

CAPSAE membership has increased from 40 to 200+ and reflects to a high degree the influx of ABE personnel. CACE, the Connecticut Association of Continuing Education, is a smaller organization but represents the beginnings of an organization to which directors of continuing education and community service can relate. CAPSAE continues to define its membership as public school and any growth in CACE is essentially distinct from CAPSAE or ABE funding. The proposal for developing an organization which would assist the more general needs of adult educators with various institutional bases has not had much support. Although an attempt to develop such an umbrella organization was made by personnel from the University of Bridgeport, there has been limited growth in its organization.

Pre-service training opportunities in the form of course work were available in minimal form at the University of Bridgeport (non-public) prior to 1965. Both the University of Bridgeport and the University of Connecticut (public) participated in short-term federally funded ABE teacher training institutes. Working with the state office personnel, the University of Connecticut has developed a fuller graduate program including a Ph.D. program in adult education. One full-time and six part-time faculty are involved in the program with three adult education courses offered each quarter. Graduate student enrollment has increased since 1968 from 3 to 25 with 4 Ph.D. students. Although these students are not entirely recruited out of ABE, the recruitment mechanisms and potential job market mean that most of these students are oriented to ABE. The University of Bridgeport does offer a Master's degree in adult education, but federal funds to date have been invested in the University of Connecticut program.

There are no requirements for pre-service preparation which specifically prepare a person to work with adults. However, the state office, with the support of local directors, has initiated a policy, as of 1970, requiring all ABE teachers to have six clock hours of in-service training each year. Until July 1, 1973 the staff development man, a faculty member of the University of Connecticut, took both formal credit and non-credit courses out into the state. He had three part-time assistants specializing in ESL, Reading, and Guidance and Counseling. Although the attention of this team is directed primarily at ABE personnel, the director of the team stated that he is available to assist in the training of any adult teacher. Apparently his commitment to meeting training needs of adult educators is limited to the public school since, when asked whether he would initiate assisting a community college adult education director, he expressed serious reservations because he did not want to undercut the local public school adult education director.

In summary, then, the major direct effects of federal ABE funds have been in terms of increased personnel, more numerous and diverse programs, an increase in the numbers and distribution of students served, and an increase in professionalization with the building up of those paraprogrammatic structures in the state necessary to support the enlarged programs.

Indirect Effects

In an indirect way there has been an increasing base from which to initiate and lobby for increased funding for general adult education programs, an increase in certain communities of an adult program due to the incentive of obtaining funds for offering an ABE program, and an increase in the availability of in- and pre-service programs.

One indirect effect which is perceived as being dysfunctional by state and some local administrators is the inadvertent building up of two distinct adult education enterprises within the public school. The dysfunctionality is based on the fact that (1) in some cases there is no communication between the two programs within the same institution; (2) the well-funded ABE program is in start contrast to the less well supported general adult program leading to competitive feelings, and (3) needless duplication of personnel, recruiting efforts, and staff development programs occur.

Another dysfunctional aspect lies in the lack of coordination with other similar federally funded programs. Administrators at the state level apparently have not succeeded in convincing ABE personnel funded under different federal programs that they have any training problems in common. This lack of coordination within ABE can also be seen relative to coordination between institutions. Because all Title III ABE monies are directed through the public schools, there seems to be little inducement to attempt to coordinate ABE as well as general adult education inter-institutionally.

Efforts at developing a coordinated approach in adult education programming have met with limited success. The adult educators have difficulties in achieving cooperation among their associations; the local adult education councils are still trying to work out their structure and functions, and the funding sources apparently have no major interest in stimulating and supporting cooperative and coordinated approaches.

CACE is an organization for continuing education personnel from community colleges, colleges, and universities in the public sector. This group meets occasionally and though one person indicated that specific problems are dealt with, another person indicated that the group "cannot agree on anything."[1] No results of this Association's activities were identified.

Apparently the adult educators from Connecticut institutions have not been particularly successful in working together except within their own institutional groups.

Ryan, State Director of Adult Education, believes that about 12 local adult education councils are working, with the strongest ones being found in Bridgeport, Norwalk, and Norwich. He believes these examples can be used to strengthen cooperation in other communities.

Attempts at setting up local coordinating councils have not met with much success according to Whinfield who stated:

> In Hartford they have a skill center; that's all adults. It is supported by MDTA with some money from the Department of Labor and Community Renewal. They have tried on several occasions to bring the two agencies together - ABE and MDTA.

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[1] Whinfield, op. cit. and Interview with S. Quish, Assistant to the President, Manchester Community College, Manchester, Connecticut, October 18, 1972.

> They cannot explain the difference, but each goes its separate way. The New England syndrome is that you carve out a territory and hold onto it. The New England Trader image. That is true socially as well as in work. . .[1]

A study of funding sources of adult education within the state by the University of Connecticut indicated that there were 62 different items in the state budget for adult education. The report suggested that coordination of these various efforts was of high priority but it did not result in any action being taken.

Within the educational institutions an increasing amount of thought is being given to persistent problems in adult education structures and their functioning. Coordination is one of the needs which appears to be emerging.

Persistent Problems in Adult Education

Connecticut personnel who were interviewed were asked to identify persisent problems in adult education. These problems were coordination between the institutions at the secondary and higher education levels and those particular to (a) public schools and (b) community colleges.

Coordination Problems

The question of which institution should do what adult education was not defined as an important issue in Connecticut except by Drs. Plante, Charles and Whinfield, who hold the key leadership posts in adult education in the State Office of Education, the Regional Community Colleges, and the University of Connecticut.

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[1] Whinfield, op. cit. (ABE at Skill Centers is now paid for with ABE funds.)

This question, presently identified only at the state level is probably going to emerge as a major concern of state and local administrators in the near future.

Another major problem relates to how coordination can be effected between institutions governed by the State Board of Education and those governed by the Commission on Higher Education. There appears to be an acceptance of the notion that all educational institutions may have to be engaged in adult education if the educational interests and felt needs of adults are to be satisfied. The Higher Education Center in the Central Naugatuck Valley Region is a prototype of one way to consolidate and coordinate the resources of these institutions in serving a wide range of needs.[1] Another model suggested by some is the incorporation of the Technical Colleges into the Regional Community College System,[2] but this approach is not particularly palatable to those who have been directing the technical colleges.

Public School

The problems for public school personnel are differentiated at the state and local levels. At the state level a major issue is whether adult education will be accepted as an essential function of the educational system, i.e., lose its marginality. Another issue is the integration of ABE with the rest of public school adult education. There are more funds available at the state level ($1 million for ABE; $330,173 for adult education) for ABE and there has been a tendency for two distinct operations to grow up in the system.[1]

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[1] Comprehensive Master Plan: Central Naugatuck Valley Region Higher Education Center, Waterbury, Conn., Volume I, October, 1972; Arthur D. Little, Inc., Needs for Higher Education Related to Regional and Statewide Economic Development in Connecticut, March 30, 1971.

[2] A. Banks, *op. cit.*

At both state and local levels adult educators are concerned about the level of state funding for adult education within a minimum foundation program. The present system which provides 12 cents per pupil clock hour and the up to $2,500 for a director's salary covers about an estimated one-eighth of the total cost of general adult education. In order to provide more incentive to local boards to develop adult programs, an attempt to bring the reimbursement for adults to parity with children ($1.27 per pupil clock hour) has been initiated by the State Office of Education with the backing of the local directors of adult and adult basic education.

A lesser issue regarding state reimbursement is whether ABE programs should be eligible for the 12 cents per pupil clock hour reimbursement. The general practice is that clock hour reimbursement is claimed and accrues to the general adult program. Dorsey feels that categorical programs should not receive state reimbursement. Instead, he feels that increased reimbursement for adult programs and more options regarding the charging of fees are a more satisfactory way of handling the problem. By this method, fully funded categorical programs would not be diverted to support less adequately funded general adult education programs.

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[1] Plante, op. cit.

The method of federal financing of adult education is an important problem identified at both the state and local areas. The late funding with inadequate information on the amounts to be made available has seriously hampered the planning and sound development of the program.[1]

On the local level the most commonly identified problem other than a belief that the funding is too limited is the issue of recruitment. Smaller programs are having difficulty in attracting students and more promotional work at the state level is desired. Regionalizing ABE programs, which appeared to be an acceptable innovation, is one answer to the problem of too few students at one location to warrant hiring an adequate staff since it assures the smaller programs of a full-time director, even though he must divide his time among several locations.

Although there is some discussion at the local level regarding an eventual conflict between the public school and the community college, "There's more talk about community schools and what that means."[2] There is a community school center oprated by education administrators at the University of Connecticut. To date the operationalizing of programs is limited (six communities) but there is increased talk of developing community school programs. If the community school concept does gain public acceptance, it may do so without ever becoming integrated with other adult education programs in the public schools.

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[1] Plante, op. cit.

[2] Repole, op. cit.

Community Colleges

The biggest problems within the community college system relate to program expansion and the acquisition of facilities. Both of these concerns are related to limited state funding. The problem is seen as one of devising ways to get a larger share of the educational appropriations. The state had frozen all facility development funding for a time in 1971-72. In 1972 and in 1973, facility development was resumed. The tight financial picture made it necessary for the professional staff to forego annual raises while other parts of the operational budget were increased slightly.

According to State Budget Statistics, the Technical Colleges receive approximately $1,700 - $1,800 per FTE while the community college receives $1,000. Approximately 80 - 85 per cent of a local budget is assigned to salaries leaving very little funding for developing new programs. The student-teacher ratio has been increased each year for four years with the current load being four courses with 30 students per class.[1] This increased class size was chosen because of the financial pressures on the overall budget.

The problems associated with adult education in the community college appear more philosophical than operational although the austerity in financing may force a practical resolution. The leaders within the community colleges have divergent views of the continuing education and community service function. This is exemplified by the Manchester College whose president puts a high priority on continuing education and community services, creating a deanship in this area,[1] while across the Connecticut River, the Greater Hartford Community College seeks to build a high quality transfer program, defining community services as "bringing liberal arts to the students who want to transfer."[2]

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[1] Whinfield, op. cit.

The Connecticut regional community colleges have several ways of starting new programs. Each year the colleges have been starting two to four new programs leading to the associate degree or the two-year certificate. The extension fund, which must be self-sustaining annually, can be used to start any desired activity at the discretion of the individual community college. In addition, the State of Connecticut is providing $53,000 for 1973-74 under the name of community service funds and these may be used for new programming.

Conclusions

The growth of adult and adult basic education can be traced to a number of factors converging in Connecticut between 1965 and 1972. First, the increased federal funding of education for the poor and under-educated (of which Title III monies were a part); second, the emergence of a community college system; and third, the economic, political, and social factors operating during this period.

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[1] "Manchester Community College - Yesterday, Today and Tomorrow," 1971 (mimeographed), pp. 3-5. S. Quish, *op. cit.*

[2] Banks, *op. cit.*

Federal ABE monies clearly had direct effects on adult basic education and other kinds of adult education in this State, although these effects may have been less apparent had it not been for the large investments of federal funds in concomitant areas. The federal ABE funds may have stimulated the State to commit $400,000 to $425,000 annually of new money for ABE which is equal to 66 per cent of the annual federal ABE funds allotted to the state. The annual appropriations to the State's program strengthened existing programs (i.e., Hartford); initiated new ABE programs (i.e., Vernon-Manchester); and brought new life to skeletal adult and ABE programs (i.e., Danbury). Further, in towns in which programs for the undereducated already existed, these monies allowed ABE programs to diversify and decentralize, making it possible to enroll students who needed special support for recruitment and retention. In many areas where there had formerly been no ABE programs, school boards found that their districts did indeed have adult clientele in need of literacy training.

The effects of federal ABE monies on adult education were both positive and negative. ABE funds assisted the development of (1) more full-time personnel at the state and local levels; (2) a staff in-service training program, as well as a more highly developed pre-service program; and (3) an increased political presence in terms of professional organizations and leadership to articulate the need for adult education.

On the other hand, there appear to be three dysfunctional aspects of the effects of ABE monies on adult education. First, in some localities a separate ABE enterprise emerged which was distinct from the adult education program in the district causing duplicated efforts and little articulation of programs. Secondly, the more generous funding of ABE compared to general adult education has led in some cases to a diminution in the general adult program, with more emphasis placed on remedial programs which could generate outside funds. Third, since ABE programs provided more supportive services and funds for staff development, there was a feeling among some public school adult educators that non-ABE adult education was being shortchanged.

The Community College system is only now becoming able and interested in mounting programming for adults. The unbalanced State budget led to an economic austerity program in 1971-72; which meant a new group of leaders had to become thoroughly familiar with the system. The change in political forces and the strong history of non-public educational institutions has meant a slow growth, not only of community college programming in general, but also of the development of a comprehensive philosophy of the community college by persons at various levels of the system.

In 1973 the public school leadership in adult education appeared, prepared and committed to encouraging and coordinating adult programming efforts between the secondary schools and community colleges. Inter-institutional and intra-institutional coordination efforts for the whole field of adult education and even those restricted to ABE programs, when found in various agencies have so far been minimal. Although some observers claim that this is "a New England trader image" which stresses territorially this lack of institutional coordination and cooperation is not confined to Connecticut.

Rather, it would appear that cooperative institutional efforts are a function of the sophistication of the leadership across institutions, the parity in funding for like programs, and the threat of externally imposed controls which encourage coordination and cooperation among institutions engaged in adult education. Currently, the minimal economic base of the colleges hinders aggressive program development. This lack of institutional slack in the community colleges has allowed the public school time to develop the infrastructure, leadership, and experience to create adult programs building on the historical precedent that relegates this activity to the public schools.

Whatever occurs in coordination and cooperation between the public schools and the community colleges in Connecticut, there is still a need to involve the regional technical-vocational schools and the technical colleges which presently are outside of any evident cooperative efforts. Even if the master plan develops coordinative guidelines it would appear that competition and possible conflict may arise between the technical and community colleges relative to vocational-technical education. If a new board is created for all two year institutions, it may solve the problem. A well thought out delineation of adult education functions between public school adult education and community college continuing education and community services has yet to be developed. Wise leadership will be essential to avoid a conflict and competition situation here also. The fact that the coordination problem is being faced by the commission for higher education is a positive indication that the potential difficulties will be resolved in a positive way.

CHAPTER VI

FLORIDA CASE STUDY

Introduction

Florida is a state which has a history of publicly supported adult education within the county school system, a moderately sized public community college system (28), and a rapidly growing population which increased 37 per cent between 1960 and 1970. Florida, the ninth most populous state in 1970, had the largest percentage of blacks (15.5), exhibited the highest incidence of poverty (20.5), and invested the fewest dollars per 1,000 on public assistance (.028) of any of the five states in the sample.

Since 1947 Florida has continuously supported adult education in its county schools under a minimum foundation program (MFP). With the emergence of the community colleges and their separation from the county schools in 1968 a separate MFP which included adults was continued in this system as well. Through strong state leadership in adult education, Florida appears to present one of the most rational and least conflict-ridden combined delivery systems (county school and community college) for adult education. Governance of education in Florida since 1968 is under one super board, the State Board of Education and its staff, the State Department of Education, which is headed by a Commissioner of Education. Four divisions operate within the State Department of Education: Division of University; Division of Community Colleges; Division of Elementary and Secondary; and Division of Vocational, Technical, and Adult Education (VT and AE). Locally each community college has its own

Board of Trustees and through four councils (President, Academic Affairs, Business Affairs, Student Affairs) and the Florida Junior College Conference communication and working committees are establish with the staff of the Division of Community Colleges. The State Junior College Council, made up of seven lay persons appointed by the State Board of Education, works with the Executive Office of the Division of Community Colleges to provide coordination at the state level. The Commissioner of Education acts as secretary to the State Board of Education, which is made up of the Governor, the Secretary of State, the Attorney General, the Comptroller, the Treasurer and the Commissioner of Agriculture, all of whom are elected for four year terms.

The geopolitical unit for organizing the educational system is the county. The 67 counties are grouped to form 28 community college districts contiguous with county lines. These 28 college districts developed almost entirely from a master plan approved by the state in 1957 when there were only four junior colleges. The last college called for in the plan was authorized in 1967 and opened in 1971, thus fulfilling the desire to put the college within commuting distance of 99 per cent of the citizens of Florida.[1]

Historical Development

"As early as 1822, an Apprenticeship Law was passed but while this would involve adults today, at that time it was designed to relieve the society of responsibility for the direct care and upbringing of impoverished orphans."[1] So one historian marks the beginning of adult education in Florida.

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[1] James Wattenbarger, "Five Years of Progress in Florida," Junior Colleges: 50 States/50 Years, Roger Yarrington (ed.) (Washington, D.C.: American Association of Junior Colleges, 1969), p. 60.

Following the Civil War there was a great need to educate adult freed men and night or sabbath schools were established. The growth of these schools reached their peak in 1866 when 30 night schools reported 1200 students, day schools 1526 students and sabbath schools 1500 students.

After reconstruction, adult education was limited to agricultural societies and in 1907 the founding of Ruskin College dedicated to worker's education. In the 1920's adult education expressed itself in the Chautauqua Movement and in University Extension which from 1921 to 1936 served some 15,000 adult students. Legislation enacted in 1919 provided the basis for the Florida State Board of Control to activate a general extension division of the University of Florida. This was the first piece of major legislation to affect the development of adult education. Following 1929 the various federal relief programs provided a stimulus to adult education but it was not until 1947 that the modern development of public adult education was initiated with the Minimum Foundation Program (MFP). The MFP grew out of the Report, Education and Florida's Future, by the Florida Citizen Committee on Education which recommended:

> Much greater emphasis should be placed on practical programs of adult education so as to prepare a large proportion of the citizens to face and help solve the problems of the state. If the basic problems of Florida are to be solved,

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[1] Coolie Verner, "Education in Florida Past and Present," Florida State University Studies Number Fifteen (Tallahassee: Florida State University, 1954).

> every avenue and approach should be used. A larger proportion of well-educated adult citizens will be essential.[1]

The Florida Minimum Foundation Program Act sought to furnish citizens in every locality within the state an equal educational opportunity to a guaranteed minimum level. This Act not only provided for children but also established specific adult instructional units as well. The Law stated:[2]

> For classes or courses in adult education other than vocational education: one instructional unit shall be allowed for each additional qualified teacher employed for a full-time load, or the equivalent as prescribed by regulations of the State Board. . .

The MFP provided a prescribed number of dollars for an instructional unit which was defined as 900 teaching hours with at least fifteen students in the class. For each instructional unit generated, a specified number of dollars accrued to current expenses, including salaries and other expenses and capital outlay. For each eight instructional units, a Special Teacher Service unit was earned; for every 100 instructional units a Supervisor Unit was added. The number of dollars per unit was established annually by the legislature and was made available to counties which were now mandated to be the school district under the authority of an elected county board and a county superintendent (either elected or appointed based on local option).

The MFP Act of 1947 was to affect not only adult education offerings in the county school system but in the community college as well. The first public junior college was established in 1933 in Palm Beach with the second college emerging in 1947 at St. Petersburg. Because the community college (then stipulated as grades 13 and 14) was included in the MFP Act of 1947, incentive was provided for establishing two more colleges in 1948.[1]

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[1] "Education and Florida's Future," Report of Florida's Citizen Committee on Education (n.p. 1947), p. 31.

[2] Committee Substitute for House Bill No. 146, Section 29, 1947.

County school districts did little to take advantage of the adult education MFP support and adult programs developed slowly. In 1948-49 only eleven counties were operating adult education programs utilizing 12.8 units for white classes and 1.5 units for Negro classes. One factor which may account for the slow use of the state funds for adult education was the availability of federal funds under the G.I. Bill.

> Practically all the efforts of our [State] staff in the section were involved in assisting schools and employers in providing education and training programs for the great influx of veterans. Why spend large sums of state funds to provide programs that could be funded with federal resources?[2]

However, as the flood of World War II veterans seeking education subsided, county schools began to enlarge their programs under the MFP. This transfer was stimulated by legislation allowing the county to average its enrollment across classes to obtain the minimum of 15 students. Between 1949 and 1954 over 40,000 adults were enrolled in the accelerated elementary and secondary work of the public school system. Of this number, 12,000 received high school diplomas and 2,500 went on to college. The subsequent growth until the present time is shown in Table VI-1.

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[1] Report for Florida's Community Colleges 1970-71 (Tallahassee: Division of Community Colleges, March, 1972), p. 3.

[2] James Fling, "Adult General Education in the State of Florida," paper presented for Conference of Texas Adult Educators, November 8, 1972, Dallas, Texas, pp. 3, 4.

TABLE VI-1

GROWTH OF PUBLIC SCHOOL ADULT EDUCATION UNDER THE ADULT MFP

Year	Teacher Units[a]		Number of classes		Number of teachers	Number of counties participating
	white	black	white	black		
1948-49	12.8	1.5	51	14	68	11
1953-54	91.1	95.7	347	297	583	44
1971-72[b]	906		4555		5025	54

[a] An MFP unit in 1951 was worth $3,307; in 1972, $13,500.

[b] Includes federally funded programs of ABE under the Adult Education Act of 1966.

This growth was not without its problems. In 1955 legislation was enacted amending the 1947 law to make the regulations governing the adult units more flexible and functional: (a) county districts could receive state funds for adult programs on a pro-rata basis for any class having an ADA below 15[1] and (b) special units were provided to supplement the ten-month units because of the need to program for adults on a 12-month basis.[2] This legislation provided the flexibility to encourage more county superintendents to initiate adult programs.

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[1] Senate Bill No. 566 (1955) "the minimum class size unit shall be not less than fifteen (15) students in average daily attendance; a proportionate fraction of a unit shall be allowed - (a) where a qualified teacher is employed to teach approved part-time or short unit classes of less than a full school day or a full school year; (b) where the average attendance in an approved class or course falls below that prescribed above for a full instructional unit.

[2] House Bill No. 1238 (1955).

Meanwhile the community college movement continued to expand as the 13th and 14th years of selected county school systems. A report of the Council for the Study of Higher Education issued in 1955 recommended:

> That the development of a system of public community colleges be undertaken on a sound basis as a way to which collegiate enrollment at the lower level can be disbursed and to provide for programs appropriate to a broader range of educational needs than can be met in a university program.[1]

This report led the legislature in 1955 to establish the Community College Council which issued a report in 1957 proposing a system of community colleges which ultimately would place an institution within commuting distance of 99 per cent of the population. The plan, calling for 28 community colleges, was adopted when four colleges were in operation. Simultaneously funds were appropriated for developing six more colleges which were in operation by 1958.

In 1959, the charge that adult education frill courses were being financed by public monies was raised in the legislature. These charges were not valid, stated the former bureau chief,[2] since the state office personnel, having visited New York and California and familiarized themselves with these states' problems associated with the use of state funds to support hobby and recreation courses, had exercised restraint in the type of courses which they approved in Florida. Avocational and leisure courses were offered in the public schools but they were financed by fees. Regardless of the validity of the charges, the number of MFP adult units in the county schools was frozen by the legislature in 1959 and no increases were granted until 1963.[1]

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[1] Report for Florida's Community Colleges, op. cit., p. 3.

[2] Hand, op. cit.

In 1963 the MFP program was reviewed by the legislature which reorganized the community college MFP program to meet the special needs of college students and separated it from the K to 12 MFP. However all adult units were administered by the State office of education and, since the community college was operated by the county Board of Public Instruction (BPI), adult programs were located administratively in either the public school or community college on the basis of local decisions. With this separation of MFP programs the requirements for earning an MFP unit in the junior college were such that these units required fewer teaching hours than units defined for the county school.[2] However, because a junior college unit was reimbursed for less money by the state than a county school unit, there was no clear economic advantage to placing adult programs in one institution rather than the other.

As of 1964 the Junior College system had developed to 22 college districts of 28 planned. An evolution of philosophy is also noted in the legislative mandates to the colleges.

The 1947 MFP program stated:[3]

> Public junior colleges may be organized - offering work in the 13th and 14th grades including not only classical and scientific courses but also terminal courses of a vocational or technical nature.

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[1] Senate Bill No. 971 (1959), Appropriation bill for annual period July 1, 1959 to July 1, 1960, Section 1, Item 18, H.

[2] A teaching unit in 1970-71 was awarded to the county school for every 900 hours of instruction in a class which averages 15 students (ADA). In the community college, 810 hours of instruction were needed to earn one teaching unit based on FTE.

[3] House Bill No. 146, 1947, revision of Florida Statutes 242.41, Laws of Florida, 1947.

The 1957 legislation (Senate Bill No. 289) revised the law to read:[1]

> . . . The term junior college, as used herein shall mean an educational institution operated by the county board as a part of the county school system and offering (a) a program of general education consisting of classical and scientific courses in the 13th and 14th grades parallel to that of the first and second years of work at a senior four year state institution of higher learning, (b) terminal courses of a technical and vocational nature, and (c) courses for adults.

In 1971, the law read:

> Junior colleges shall consist of all educational institutions operated by local junior college district boards of trustees under specific authority of the state board and offering courses and programs of general and academic education parallel to that of the first and second years in the state university system, of occupational education, and of adult continuing education.

These changes in terminology reflect a number of changes that had occurred in this period. When the first state support for junior college operations was initiated in 1947 the junior college was seen as a simple extension of the high school traditional curricula to grades 13 and 14. By 1957 more comprehensive functioning of the community colleges was envisioned by those comprising the Community College Council. Thus the third function of adult education was added to the colleges' legislative mandate and the first function of providing 13th and 14th grades of instruction was for the first time identified as a parallel function within higher education.

The use of the word President by the college was also authorized and county advisory committees to advise each BPI on the special needs of the college were established. Thus one sees the identification of the junior college as moving towards a higher education orientation rather than the previous conception of the program as an extension of the high school curriculum. It should be noted that this enlarged mandate may have accurately reflected the philosophy of the state leadership but locally little response to occupational training can be documented. As late as 1963 only 10 per cent of the total FTE's generated by the community college system were in occupational programs.

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[1] Senate Bill No. 289, An Act Relating to Education, 1957 Revision of Florida Statutes 228.14, Laws of Florida, 1957.

On the other hand, the pressures in the local community to focus on the baccalaureate program may have been a result of the scarcity of University places. Up to 1963 only three universities existed, and in that year over half the enrollments in higher education were in the junior colleges. The Florida junior college system between 1957 and 1963 was the fastest growing system in the nation, expanding from 5000 to 38,000 enrollments.[1]

The current version of the College's responsibilities reflects changes occurring in 1967 when Governor Kirk appointed a blue ribbon Committee on Quality Education, among whose staff members were the Director of Adult and Veterans Education, and the Director of the Division of Community Colleges. The language of the report of this committee shows a much broader orientation to the continuing education of all citizens and calls for an eradication of illiteracy and the establishment of comprehensive programs of adult and continuing education.

In 1968 legislation was enacted reorganizing the State Department of Education into four major divisions: elementary and secondar vocational, technical and adult; community colleges; and universities. The Vocational, Technical, and Adult Education Division (V, T, and AE) has four Bureaus: Program Administration, Program Services, Research and Evaluation, and Planning. The community college system was administered through the community college division including any adult or vocational education offered in these institutions. However, responsibility for Program Services for adult/vocational/technical programs was retained with the Division of Adult Vocational and Technical Education.

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[1] Wattenbarger, op. cit., p. 58.

Reorganization also occurred at the local levels. The Advisory Councils for the local junior college were made Boards of Trustees and the colleges were separated legally from the elementary and secondary county systems. This now meant that 27 (finally 28) community college districts were now one system coordinated by the Community College Division with a State Junior College Council directly advising the State Board of Education as to the system's needs. Figure VI-1 depicts the present arrangement.

In order to place adult education into its proper context within the two institutions, an examination of the Constitution and its interpretation is necessary.

Article IX, Section 1 of the Florida State Constitution (revised: 1968) states:

> System of Public Education.--Adequate provision shall be made by law for a uniform system of free public schools and for the establishment, maintenance, and operation of institutions of higher learning and other public education programs that the needs of the people may require.[1]

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[1] Florida State Constitution, Article IX, Section 1.

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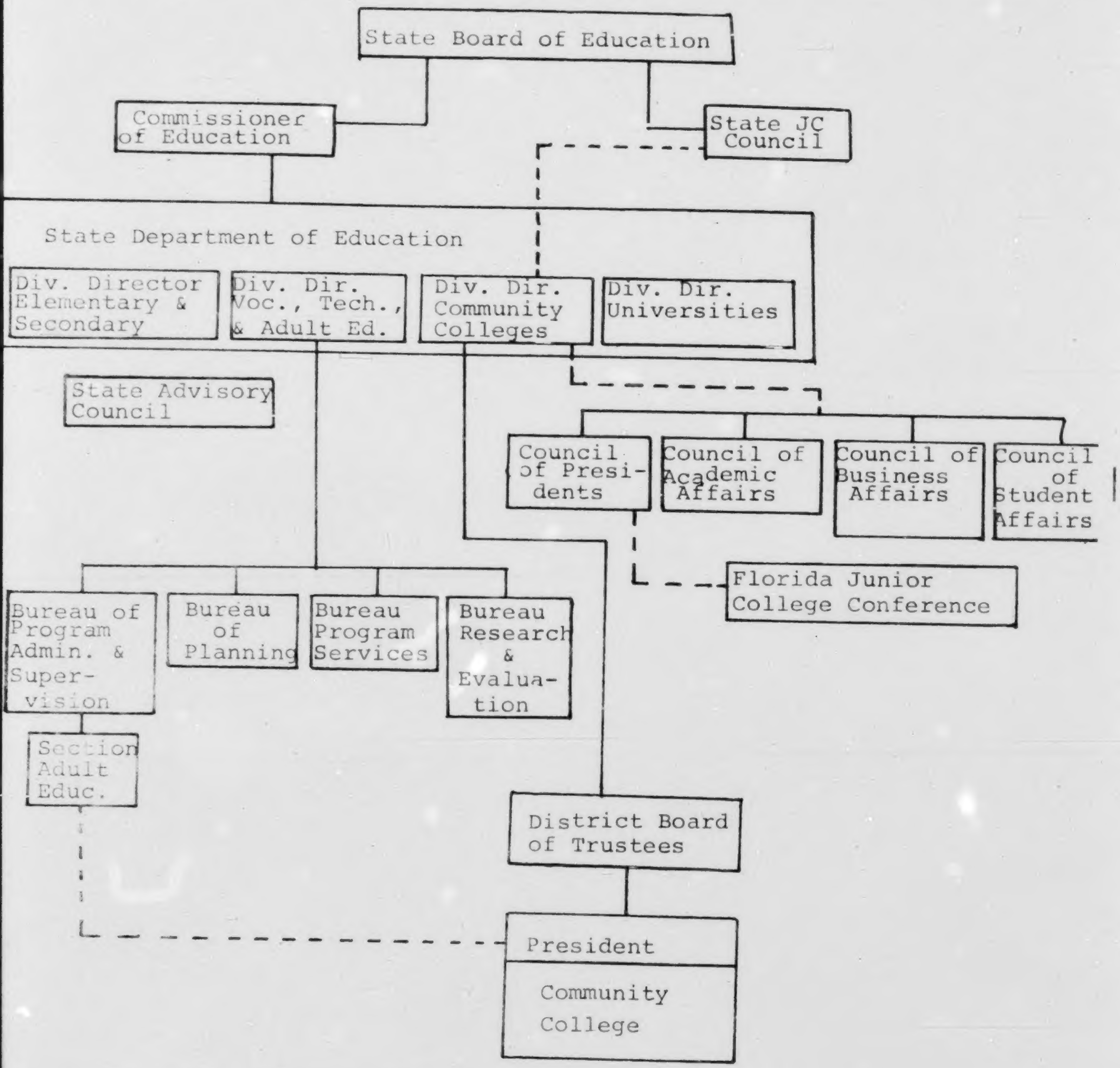
Figure VI-1

Governance of Adult Education and Community Colleges in Florida, 1970-71


State Board of Education
Commissioner of Education
State JC Council
State Department of Education
Div. Director Elementary & Secondary
Div. Dir. Voc., Tech., & Adult Ed.
Div. Dir. Community Colleges
Div. Dir. Universities
State Advisory Council
Council of Presidents
Council of Academic Affairs
Council of Business Affairs
Council of Student Affairs
Florida Junior College Conference
Bureau of Program Admin. & Supervision
Bureau of Planning
Bureau Program Services
Bureau Research & Evaluation
Section Adult Educ.
District Board of Trustees
President
Community College

Within the Florida School Code (Section 228.051) "The uniform system of free public schools" is defined as including kindergarten, elementary, and secondary schools. In addition to these prescribed schools, Section 228.061 states:

> The public schools of Florida may, in addition to the schools described by Section 228.051, include nursery schools, special schools, courses, and classes as authorized below . . .

Under other schools are listed (Section 228.061)

> The promoting of the education of adults, furnishing part-time, evening, and vocational schools and classes, providing technical or vocational training for persons regardless of age.[1]

Clearly adult education in Florida is a permissive operation of the county school system and the free education to a secondary level is limited by the constitutional interpretation of children and youth. However, a liberal approach to the educational needs of adults can be seen in the provision of statute 130-6.10 and 130-6.12.

> County boards of public instruction are hereby authorized to establish schools, classes, or courses or otherwise provide for the general educational needs of adults, utilizing existing public school facilities and other appropriate facilities available for such purposes locally.

Thus the claim to responsibility for adult education in the county schools is based on a permissive authority, which is historically based and which has had liberal state support for twenty-five years. The constitutional basis for free education is limited to children but the legislature has clearly defined a legal mandate that colleges are to do adult continuing education, the definition of which is left to arrangements agreed upon at the local level.

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[1] Florida School Laws: Chapter 228-246 Florida Statutes (1972 edition), (Tallahassee: Department of Education, 1972), pp. 3, 4.

Accreditation Procedures

In 1953 voluntary standards for accreditation of adult high schools were placed in the State Board of Education Regulations. Few of the adult schools (15) worked towards accreditation. In 1968 these standards were made mandatory and are supervised by the Accreditation Section within the Elementary and Secondary Division.

Certification of adult education teachers and administrators has been required since 1955. An elementary, a secondary, or a special interest certificate is required to teach adults while a master's degree in either elementary, secondary or adult education is required for any person to be eligible for appointment as an administrator.

No special training in the education of adults has been required "since professional training was provided by only one university in the state [Florida State University] up until recently and the state is over 750 miles long. With the staff development money afforded by federal ABE funds this situation has changed. Presently adult education offerings stimulated by seed money from ABE funds are developing at Florida Atlantic, University of South Florida, Florida A & M, Florida International, University of North Florida and the University of Florida."[1]

The adult education section operates in the field on a five geographic regional area plan with an area office staffed from all programs within the division. Through state funding, utilizing 11th and 12th month units authorized for in-service training of school staff, in-service training for adult staff is made available.

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[1] Fling, op. cit., p. 16.

Between 1970 and 1972, 137 summer workshops were held. Over 5000 full and part time teachers of adults and administrators are now working in the state.

Since 1947 over 150,000 adults had earned their high school diplomas as of fall, 1972. In 1970-71 one in seven high school diplomas earned in Florida was earned by an adult and in one district there were more adult graduates than regular day high school graduates. In 1971-72 there were 6,923 high school diplomas and 7,237 GED's awarded adults in Florida. A recent study[1] comparing adults and youth earning high school diplomas indicated that, at least within the Hillsborough County program, there were no significant differences between the adults and youths receiving high school diplomas in terms of their performance on standardized tests.

Growth of Adult Education

During the period of 1964 through 1970 adult education enrollments increased in the state as shown in Table VI-2.

In Table VI-2 the growth of adult education programs in both the county schools and community colleges is documented. County schools are carrying the largest responsibility for adult programming (growth of 77 per cent) with the colleges, starting much later, demonstrating a very high growth rate (297%) in adult enrollments. These college enrollment figures do not include adults enrolled in credit courses and there is an increasing number of adults returning to campuses for degree oriented programs.

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[1] Dominick Camaratta, unpublished Ph.D. dissertation, University of South Florida, 1973.

TABLE VI-2

ADULT EDUCATION ENROLLMENTS (NONDUPLICATED) IN FLORIDA FOR THE COUNTY SCHOOLS AND COMMUNITY COLLEGES IN SELECTED YEARS

	1964-65	1967-68	1970-71
Community Colleges			
Adult Non-credit[a]	28,619	46,242	100,379
Adult Terminal-Occuational	10,855	29,215	56,450
TOTAL	39,474	75,457	156,829
County Schools			
Adult Basic Education[b]	10,620	34,400	44,358
Migrant Education[b]	--	1,079	482
Cuban Refugee Education[b]	--	--	5,259
Adult General Education[c]	151,420	151,192	211,500
Civilian Defense Education[c]	15,977	17,177	9,563
Adult Veterans Education[c]	472	5,248	45,000
TOTAL	178,489	209,096	316,162
MDTA[d]	3,460	3,400 (Est.)	7,380
Adult Vocational[e]	55,000	133,543	167,437[f]
GRAND TOTAL	276,423	421,496	647,808

[a] As reported by the Division of Community Colleges, *10 Years of Selected Data* 1960-1970 and *Report for Florida's Community Colleges 1970-71*.

[b] Annual Reports to USOE

[c] Biennial Report of Commissioner of Education

[d] As reported by Vocational Asst. Administrator M. Tankersly

[e] Annual Reports to USOE

[f] Annual Federal Vocational Report 1970-71 (100, 186 enrollments in this fiscal year were reported by State Bureau in Junior Colleges.

The credit vs. non-credit method of identifying adults is ambiguous since the placing of a course in one or the other category may depend on the criteria of which financing pattern is most advantageous. A more complete picture of the growth in adult education is to look at growth patterns in the entire system--credit and non-credit.

In Table VI-3 it can be seen that between 1960 and 1965 the greatest program growth occurred in the Terminal-Occupational (436%) and the Part-Time Credit (370%) enrollments. In the next five year time period the greatest growth, now decelerating in extent, was in the terminal occupational (273%) and in adult (240%) enrollments. These increases were closely followed by part-time credit (208%) enrollment growth.

Many, if not most of the students in part-time credit and in Terminal-Occupational are not in the age range of 18 to 22, the traditional college-going age group. It can be seen that the Florida Community College system is serving a large number of adults in varying statuses.

TABLE VI-3

GROWTH IN ENROLLMENTS BY STATUS OF FLORIDA COMMUNITY COLLEGES 1960 THROUGH 1970

	1960-61	1965-66		1970-71	
	Enrollments	% Growth	Enrollment	% Growth	Enrollment
College Credit	21,533	277	81,239	123	181,366
Full time	11,290	269	41,668	107	86,395
Part time	5,059	370	23,780	208	73,430
Unclassified	5,184	205	19,791	36	21,541
Noncredit	15,519	188	44,661	252	157,429
Adult	12,702	133	29,555	240	100,379
Terminal-Occupational	2,817	436	15,106	273	56,450
Total Enrollment[a]	36,846	239	124,964	171	338,795

[a] Credit plus noncredit enrollments less individuals enrolled in more than one category.

Over the years 13 Junior Colleges have had the adult education program for their district but five of these have relinquished the program to the secondary schools.

According to personnel in the Division of Community Colleges one way in which they judge the comprehensive nature of the college program is the ratio of enrollments per total population in the district. This method suggested by Wattenbarger, who was responsible for developing much of the initial plan for the Florida system, was based on his study of fifteen exemplary colleges in a national sample.[1]

In this study among the nine colleges in existence at least three years the ratio of enrollments per 1000 showed a median ratio of 17 per 1000 and a mean ratio of 21 per 1000. The study also noted that the state of California was currently serving 30 students per 1000 population with Florida approaching a 20 students per 1000 ratio. The exemplary colleges in the study with highly comprehensive programs, however, were serving over 40 per 1000 with the highest ratio being 45 per 1000. The differences between those colleges with high ratios and those with lower ratios according to Wattenbarger rests on the extent to which the college has developed its community service and continuing education program.[2]

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[1] James L. Wattenbarger, Bob N. Cage, L. H. Arney, The Community Junior College: Target Populations, Program Costs, and Cost Differentials. National Education Finance Project, Special Study No. 6 (Gainesville: Institute of Higher Education, University of Florida, n.d.), pp. 38-46.

[2] Interview with James Wattenbarger, Director of the Institute of Higher Education, University of Florida in Gainesville, January 13, 1973.

In 1972 a memo from the state office to the college presidents spelled out the district population of the college and the head count and FTE per 1000 population presently being served by the system.[1] In colleges that are designated area vocational schools (13) the headcount per 1000 ranged from 21.6 to 148.2 while FTE's per 1000 ranged from 9.1 to 37.2 per thousand. Comparable figures for colleges not designated as area vocational schools were 16.3 to 85.7 in headcount and 7.5 to 27.3 in FTE's per 1000 population. The wide variation among colleges on these two dimensions indicates to the state staff the extent that the colleges are serving adults and students wanting terminal occupational training.

The compensatory program in the colleges accounted for at least 2.5 per cent of the total FTE's in 1969 and 70.[2] Stevenson hints that compensatory education is a much larger per cent of the total enrollment in the ten Florida colleges she studied but never actually documents the number involved. Her data indicate that 2.3 to 8.8 per cent of the students reported that reading skills were of most interest to them in choosing to attend the college.[3]

Clearly most of adult basic education is done within the county school system and has along with MDTA and Adult Vocational programs shown the greatest growth in total adult education activities. MDTA programs were almost entirely within the jurisdiction of the county schools although in 1970-71 approximately 650 students of the 7,380 enrolled were registered in a college sponsored program. Vocational education for adults is carried out in both county schools and community colleges at an estimated ratio of sixty to forty. Technical-occupational education programs in which many adults are registered, are conducted in approximately the same numbers in both area vocational technical centers and colleges. These statistics are not included here and only those enrollments listed under the adult category, "Preparatory and Supplementary," were reported.

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[1] Memorandum from Lee G. Henderson to Community College Presidents, dated December 15, 1972, titled "Attached Material."

[2] Report for Florida Public Community Colleges 68-69 and 69-70 (Tallahassee: Department of Education, August, 1971), p. 39.

[3] Jane L. Stevenson, Implementing the Open Door: Compensatory Education in Florida's Community Colleges Phase II: English Composition (Gainesville: Florida Community Junior Council Inter-Institutional Research Council, September, 1970), p. 7.

In order to look more closely at the growth pattern within the adult programs organized under V, T, and AE the rate of growth has been calculated by programs and appears in Table VI-4.

TABLE VI-4

RATE OF GROWTH OF ADULT EDUCATION WITHIN PROGRAMS ADMINISTERED BY VT & AE DIVISION

	1964-65 Enrollments	Rate of Growth 1965-68	1967-68 Enrollments	Rate of Growth 1968-71	1970-71 Enrollments
ABE including migrant and Cuban Refugees	10,620	234%	35,479	41%	50,099
Adult General Education	151,420	-0.2%	151,192	40%	211,500
Civilian Defense	15,977	8%	17,177	-44%	9,563
Adult Veterans (Secondary)	472	1011%	5,248	757%	45,000
MDTA	3,460	-0.2%	3,400	117%	7,380
Adult Vocational	55,000	-0.2%	133,543	25%	167,437

In Table VI-4 one can see that the proportion of the state's ABE program increased sizeably as the growth rate rose dramatically

(234%) between 1964 and 1968 and shows a 41 per cent growth rate from 1968 to 1970. The emphasis on ABE between 1964 and 1968 apparently provided no impetus and may have hindered the expansion of general adult education programs. Between 1968 and 1970, however, both programs showed the same rate of increase--about 40 per cent. It seems that as the ABE program became well established, the total adult educational enterprise became strong enough to gain more attention and funds from the state.

The influence of federal ABE funds is unmistakable. In 1964, ABE enrollments were only seven per cent as large as adult general education enrollments. In 1970, ABE enrollments were 24 per cent as large as adult general education enrollments. In the six year period, the size of ABE relative to adult general education increased by three times. The dramatic increase in the enrollment of adult veterans should also be noted. This was reported to have been due to the large number of Viet Nam veterans returning home during this period.

Vocational Education

Within the State Department of Education vocational education has historically been closely associated with adult education in Florida. From 1946 to 1955, at the state level, the Adult and Veteran Education section and the Vocational and Technical Education section were located in the Division of Instruction. In 1955, these two sections were combined under one Director and given Divisional status, i.e., Division of Vocational, Technical, and Adult Education (V, T and AE). In the reorganization which occurred in 1967 this Division, still intact, is an anomaly, since the other three divisions are based on institutional criteria, while VT and AE describes functions which cut across the other three divisions. There is some speculation that this arrangement demonstrates the Legislature's concern that vocational education be kept highly visible and a priority consideration.

Morsch suggests that the most serious issue confronting the Florida Community College system is defining its role in occupational education. He suggests that the "issue of academic bias seems to arise more often in Florida than in other states [8] of this study."[1] Since Morsch collected his data, however, vocational-technical enrollment in Florida's community colleges has increased dramatically. In 1969-70 there was an unduplicated vocational-technical enrolment of 64,952. For 1972-73, the figure was 170,210.[2] However, there does appear to be a system of area vocational-technical schools emerging apart from the community college system. The post-secondary educational system now contains 35 area vocational technical schools of which only 12 are operated by the community college.

In 1963, when the Vocational Educational Act Amendments were passed, only 10 per cent of FTE's in Florida colleges were in occupational training. This percentage in 1971 was 24 per cent. Vocational education expenditures for instruction in 1969-70 were projected at 40 per cent community colleges, 14 per cent area schools, and the largest portion in the county schools.

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[1] William Morsch, State Community College Systems (New York: Praeger, 1971), pp. 45-56.

[2] Telephone interview with Lee G. Henderson, Director of the Division of Community Colleges, Florida Department of Education, January 4, 1973.

Within the county school system vocational education for adults has been an integral part of the offerings. Since 1963 a bulletin of approved course offerings eligible for state funding has been published. In this bulletin, Adult Offerings, Under Minimum Foundation Support, the number of academic offerings comprise about 20 per cent of the course descriptions with the remaining 80 per cent being vocational.

Community Education

Another form of education which embraces adults is the Community Education movement which has found fertile soil among Florida educators. The first community school in Florida was established in Dade County in 1961. In 1966 under the impetus of the local program, a Center for Community Education was organized at Florida Atlantic University funded under the Mott Foundation. With continued growth of local programs another university program at the University of Florida was established with funding from Stewart Mott Davis, a local citizen. In 1970, the legislature passed the Florida Community School Act in which the community school program was defined as:

> -- the composite of those services provided to the citizens of the community except those services provided through the regular instructionl program during regular school hours.[1]

This act provided that with an approved plan a county district could receive a grant not to exceed one-half the salary of a community school director or $6,000 per school year per community school. The responsibility for administering the law was

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[1] Florida School Laws, 1971, *op. cit.*, Ch. 228.162.

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placed in the Elementary and Secondary Division of the State Office. No reimbursement for operations were included in the Act.

Until 1971 there were no appropriations to fund this act but in 1971-72 $150,000 was appropriated and in 1972-73, $270,000. In March, 1973, eighteen of the 68 counties were participating in the program operating about 100 schools.[1] There appears to be an attempt by most of the county school adult program and the community school program administrators to find ways of cooperating with each other.[2]

The Infrastructure

In order to complete the picture of the growth in adult education those ancillary but important infrastructures necessary to program delivery within the state will be summarized. Mention has already been made of the growth of professional pre-service and graduate programs to prepare adult educators. In 1964 there was one graduate program in adult education. Now there are seven university programs in adult education with two university community education centers. Regulations are now being prepared to require graduate courses in adult education and in-service training for certification as an adult teacher.

The increase of adult teachers to over 5000 in number has caused the strengthening of the Florida Association of Adult Education

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[1] Floyd T. Christian, "Community Schools Could Well be the New School of Tomorrow," Community Education Journal, March, 1973, Vol. III, No. 2, p. 8.

[2] Interview with Phillip Clark, Director. Center for Community Education, University of Florida, Gainesville, Florida, October 22, 1973. Fling, *op. cit.*, p. 14.

(FAEA).[1] This association which reported a high of 2027 members in 1970 had its beginning in 1939 as a section of the Florida Education Association. However, in 1949 the Association was reorganized since it had become inactive. In October 1963 the FAEA affiliated with NAPCAE and in 1970 with the AEA-USA as well. The FAEA is composed almost entirely of public school adult educators, publishes a newsletter quarterly, and exerts political pressure both in the state and in both national organizations with which it is affiliated. The FAEA provides a forum for developing state leadership within adult education and with its annual meetings and quarterly newsletter plays an important role in communication of information, interpretation of research reports, and the in-service education of its membership.

The Florida Association for Community Education (FACE) was initiated in 1972 and is made up of professionals working in community schools. The organization is young and with limited membership and its future can not be predicted.

The Florida Association of Community Colleges (FACC) opened its first permanent office in July, 1973 in Tallahassee with two full-time employees. Within FACC is a community services section for deans and administrators of community service and continuing education. This group has special in-service meetings with about 40 in attendance at the annual FACC meeting. In 1973 the FACC was responsible for introducing legislation for increased appropriations for community services. Though this legislation was killed by the House Appropriations Committee, FACC successfully saw it through the Education Committees of both the House and the Senate. The legislation will be a part of the 1974 FACC legislative program.

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[1] Presidents Letter, Vol. 4, No. 2, Florida Adult Education Association, December 1972, p. 7.

The growth of personnel within the state offices is also some indication of total size of an enterprise. The Adult and Veterans Section in 1964 had ten full-time personnel with all salaries coming from state funds. Approximately two positions were devoted to ABE (40 per cent of four positions and 17 per cent of another). In 1970-71 there were 21 professional personnel with 4.6 salaries supported by state funds and 16.4 by federal funds. Seven persons each are full-time in ABE and in general adult education with the remaining seven dividing their time between these two programs.

Within the Division of Community Colleges no one person is responsible for adult education. Programming services for adult programs come from the section of Adult and Veterans Education. When problems concerning adult programs arise, personnel from the field are asked to form a task force to make recommendations on the problem. Otherwise adult education problems are discussed in the regular meetings of the Council of Academic Affairs.

Informal coordination between these two offices are promoted by the state staff. The Director of Community Colleges meets once a week with his counterpart in VT and AE as well as when needed with personnel in the section of Adult and Veterans Education.

Financing of Adult Education

State financing of adult education began in 1947 with the MFP program and until 1968 was administered by the V, T, and AE section within the State Department of Education. The growth in funds were declining that the regulations for minimum class size for adults was lowered from 25 to 15. In 1957 when regulations were again changed allowing adult class size to average 15 within each county, added incentive to develop adult programs can be seen in terms of the increased utilization of units by 63 of the 67 counties.

Between 1958 and 1963 adult units were frozen at 440, so that no financial increase is documented during that period although the number of classes (671 to 755) and instructional hours (337,263 to 401,751) increased from 1958 to 1962. In 1963 the adult units were allowed to grow and the college specific MFP program was established with 22 colleges operating under county BPI's.

Total financial expenditures reported in the state for adult general and vocational education in both institutions between 1964 and 1971 are shown in Table VI-6.

In 1964-65 state contribution to adult education was $3,273,066 and federal allocations came to $2,736,644. This approximately six million dollars represented a 54 per cent state and 46 per cent federal sources of funds. In 1970-71, ignoring the community college funds for the moment, $9,321,076 was the state's support to general and vocational adult education while federal support was $4,319,277. This 13.64 million dollars represents a percentage ratio of 68/32.

The community college monies (5 million) represent very little federal support but instead student fees and state reimbursement for 4,733 FTEs in 1970-71 at approximately $1000 per FTE. There is ample evidence that state support for adult education has increased regularly since 1964 both in total dollars and in ratio of total dollars committed to the enterprise.

TABLE VI-6

TOTAL PUBLIC EXPENDITURES ON ADULT EDUCATION FOR SELECTED YEARS IN COUNTY SCHOOL AND COMMUNITY COLLEGE

Div of VT & AE		1964-65	1967-68	1970-71
MFP	State	2,904,000	2,717,229	7,335,392
ABE	Fed.	63,867	840,902	1,308,317
	State	13,715	230,228	307,510
ivil Defense Act-Fed.		124,933	163,355	70,234
Adult Migrant & Seasonal Workers		--	1,249,704	510,000
Voc. Act of 1963 Adults	Fed.	352,748	693,513	68,285
	State	355,351	1,885,760	1,514,079
	Local	236,901	442,339	
MDTA	Fed.	2,195,096	1,350,780	2,362,441
	State	--	95,567	164,095
	Local	--	52,360	82,048
Community School[a] Act		--	--	--
Community College Non-credit			3,681,348 (1968-69)	5,218,648
Totals		$6,246,611	$13,403,085	$18,941,049

[a] No funds appropriated until 1971-72.

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Comparison of Reimbursements between Institutions

Until 1963 there were no differences in reimbursement for adult education between colleges and public schools. Adult education was oriented for the most part to high school credit curricula in general adult educatin and upgrading or supplementary educational programs in vocational offerings. In both cases all programs were based on ADA with one student ADA equaling five hours of instruction per day for 180 days or 900 instructional hours. Fifteen student ADAs generated one instructional unit. The MFP for county schools retained this system until 1973.

However, in 1963, the junior college foundation program made the student FTE the basis for reimbursement. A student FTE equals registration in 30 semester hours per year. In non-credit programs an FTE is defined as 810 hours of instruction (27 weeks x 30 semester hours). Total student hours are computed by multiplying actual attendance by hours of instruction and dividing by 810 to compute FTE. The college MFP rewards higher number of students in classes and allows for one student to generate more than one FTE if he is taking more than 15 hours per week. Some adult courses such as full-time ABE programs in colleges when placed in the non-credit status earn more than one FTE per student.

Because fewer instructional hours were required to generate a college FTE (810 hours) than a public school instruction unit (900 hours), it was commonly believed that it would be economically advantageous to place adult programs under the jurisdiction of the community college rather than the public school. However, a community college instructional unit is worth less in state reimbursement than a public school unit. A legislative committee in the early 70's

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determined that neither institution had much of an advantage over the other. The only advantage the colleges had was that it was possible in some programs for one student to generate more than one FTE. The situation was the same for capital outlay units. Again, the only advantage that the college had was that in some programs a college could generate more capital outlay units with a given number of students than a public school could.

At any rate, ABE programs remain generally a part of the county system and only in those seven counties where "all" adult education is done by the college are ABE programs funded under Title III. The percentage of federal ABE funds going to colleges has increased from six per cent in 1967-68 to 22 per cent in 1970-71 as shown in Table VI-7.

TABLE VI-7

DISTRIBUTION OF ABE FEDERAL FUNDS BY INSTITUTION FOR SELECTED YEARS

Institution	1964-65		1967-68		1970-71[a]	
	Amount	%	Amount	%	Amount	%
County Schools	$63,867	100	$1,012,630	94	$1,039,173	71
Community Colleges	--		68,464	6	322,008	22
Universities (Teacher Training)	--				95,490	[illegible]
Total	$63,867	100	$1,082,094	100	$1,456,671	100

[a] If the amount distributed to universities is deleted from the the calculations the ratio for county school to community college is 76% to 24% based on $1,361,181.

When the colleges were removed from the school districts there was no longer any specially designed adult unit within the college MFP but rather there was a given number of units made available at the state office which the college applied for and utilized for the programs designed at the local level. Thus, adult education programs had to compete with all programs for the state dollar. This has not appeared to impair the growth of adult education as noncredit adult offerings were second in growth only to that of terminal occupational offerings.

The financing of adult education in colleges is broader than in public schools. Even though there is no reimbursement for leisure time or avocational courses within the college MFP the approved curriculum for general education courses has more latitude so that these types of courses have moved for the most part to the colleges from the high schools.

Since 1970-71 the colleges and the county schools have been on a different basic system of financing which is also reflected in adult support. Since 1971 the colleges have initiated a cost differential system for allocation of funds based on the average cost across the state of any given program. Through a system of categorizing programs thirty four discipline areas emerge of which four are specifically adult; i.e., post high school, elementary and secondary (ABE), citizenship, and enrichment and avocational. After calculating statewide costs in each of these areas an average figure is developed each year for reimbursement. In 1973-74, the first year complete data were available, cost differentials for adult programs were as follows: (Unity is considered 1.0 and generates approximately $977 per FTE) the cost level of elementary and secondary per FTE was 1.1, citizenship 1.0, and enrichment and avocational 0.9.

In 1973 the elementary and secondary schools were also converted to FTEs based on ADM rather than ADA. This program, replacing the MFP program, is called the Florida Educational Finance Programs. The value of an FTE in 1973-74 was estimated at $87.00. Each FTE is weighted in terms of the program, i.e., grades 4 through 10 as the base of 1, K to 3 at 1.2, adult elementary and high school 1.6 and adult community service education 1.3. Presently the effects of this new system of financing on adult education are not known but "the intent of the law is to give the local administrator greater latitude in the use of school tax monies."[1]

County schools may count fully funded federal programs for state reimbursement which is also a new provision of the law. In keeping with the move for ADM in the county schools, community college non-credit programs are also now calculated on ADM rather than ADA.

Coordination of Adult Education

Coordination of public adult education at the local level is institutionally less complex in Florida than in many other states since community colleges and county schools are both organized along county lines. Eleven community colleges cover one county; 9 cover two counties; 4 cover 3 counties; and 2 each cover 4 and 5 counties.

Coordinative Meachanisms

In spelling out the functions of the community colleges the Florida regulations state:

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[1] Presidents Letters, Vol. 5, No. 1, September 1973, p. 1.

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> . . . Junior Colleges shall offer a program of studies consisting of courses ordinarily offered or required in freshman and sophomore years of universities and such terminal, vocational, technical, and adult programs as are needed in the community served by the Junior College and authorized by the board. Such programs shall include programs of developmental, remedial, or compensatory education to meet the needs of all students served by the College.[1]
>
> . . . The commissioner, after consultation with the board and the school boards of counties contributing to the support of the junior college, shall determine the respective responsibilities of the Junior College and other educational agencies for occupational and adult programs.[2]
>
> . . . Junior Colleges which are authorized to operate adult high schools are also authorized to award high school diplomas . . .[2]

In terms of adult vocational education the regulations read:

> Instruction at the adult level to provide training or retraining to insure stability or advancement of employment to adults who have already entered the labor market and who are employed or seeking employment, including those considered to be disadvantaged or handicapped, or vocationally oriented home economics designed to prepare adults for the role of homemaker, or to contribute to the employability of such adults in the dual role of homemaker and wage earner.[3]

The responsibility for adult and vocational education is assigned to the county schools and the community college. When the colleges were part of the county BPI different patterns existed as to which adult programs were assigned to which segment of the program. In 1968 when the colleges were placed under different local boards the Divisions of Community Colleges and VT and AE issued a joint statement to assist local areas in defining assignments of functions. Four plans were suggested and are reproduced here in a shortened form.

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[1] Chapter 6A-8.50, State Board of Education Regulations for the Operation of Junior Colleges, p. 74.

[2] Ibid., Chapter 6A-8.52, p. 74.

[3] Ibid., Chapter 6A-8.56, p. 76.

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Plan I: assumed (a) a philosophical commitment of the college to the value and purpose of general adult and vocational education and (b) that there were educational needs not being met which would be expanded and improved through the community junior college. In such cases the community junior college has the primary responsibility for education of persons beyond the high school age.

Plan II: assumed (a) the county school system was providing general and/or vocational education in part of the system, but (b) there still exist unmet needs for certain types of offerings, and (c) there is a genuine desire on the part of the community college to serve these unmet general adult and vocational needs, as well as having facilities and staff to better meet these needs. In such cases, the community junior college has responsibility for associate degrees and certificate programs plus certain other offerings for adults not provided in the general adult and vocational-education program in the county school system.

To implement Plan II a coordinating committee is mandated to identify areas of responsibility and must include representatives of the general adult education program, the vocational education program, the community junior college administration and the county superintendent. Furthermore funds accruing to the county board of public instruction (BPI) for the support of general adult and vocational technical education programs assigned to the community junior college are transferred to the budget of the college.

Plan III: assumed that (a) excellent programs of general adult and/or vocational education are existing and serving basic needs in this area, (b) there is a widespread feeling in the community and the college faculty that the college should only offer college level work, but (c) there exists an unmet need for certain types of short courses or institutes which the college is uniquely able to fill. In such cases the community junior college has responsibility only for associate degree and certificate programs plus certain short courses and institutes related to existing programs of the college and similar to college credit courses.

Under these circumstances a coordinating council similar to the one described in Plan II is appointed to prevent duplication, review periodically the offerings of the various institutions and when necessary to recommend changes among the institutions and programs.

Plan IV: assumed that (a) there exists a strong general adult and vocational educational program, and the school administration and community are satisfied with these programs, and (b) the prevailing philosophy and the expectation of the community is that the college should offer only credit programs.

Under these circumstances it is recommended that the community junior college have responsibility only for programs for which college credit is awarded. Twelve colleges and county boards in 1968 chose Plan I as their preferred assignment of responsibility. In 1970-71 seven of these college districts still have the primary responsibility for adults. These districts are Jacksonville, Pensacola, Okaloosa-Walton, North Florida, South Florida, Seminole and Daytona Beach. However, if the district has more than one county the college may only have that responsibility in the county of residence. In Lake City, Central Florida, Santa Fe, Florida Keys and Brevard districts Plan I was also chosen in 1968 but in the intervening time the county schools have asked for and received at least part of the adult program back. Thus 12 out of 27 colleges in 1968 were on Plan I with seven continuing to operate on that plan. In the five counties where the county school requested that their agreements be reconsidered, two of these cases had to be arbitrated by the Commissioner.

The Coordination System in Action

Although the Florida system provides for a rationalized method of coordination and cooperation in some parts of the state the agreement is more of an uneasy truce. Adult programs are attractive to either institution sometimes because of the state reimbursement and sometimes for reasons completely apart from adult programming. For example, in Jacksonville (Duval County) two issues were said to have influenced the decision to place adult programming in the college. First an additional $100,000 a year would accrue to the same program if it were offered in the college rather than the county schools.[1] Secondly, the awarding of funds for the area vocational-technical center were said to be dependent as well on where the adult program was administered since one requirement for receiving vocational funds was that adults would be included in the clientele. In Jacksonville the designation of having the area vocational technical center was important to the vocational personnel because allegedly there was not a strong priority assigned to vocational education in the county schools and there was a desire to strengthen the program. The college on the other hand allegedly desired the Center to obtain funds to aid in developing the new multicampus facilities. Although Florida Junior College district encompasses two counties, only in the county of location (Duval) was adult education assigned to the college.

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[1] A number of local administrators said that the same adult education program would accrue more funds in both instructional units and capital outlay units in a community college than in a public school, because fewer instructional hours are required to generate a unit. A legislative committee in the early 70's came to the conclusion that no such advantage exists, because a community college unit is worth less in state reimbursement. Nevertheless, this widespread belief by local administrators is a force influencing the assignment of adult education programs to one institution or the other.

In Pensacola (Escambia County) where Plan I was also chosen the assignment of adult education to the college was done prior to the county BPI's knowledge that the college was to be separated from their supervision. Again only the county of location is involve in the arrangement with Santa Rosa county, which is also served by the Pensacola Junior College, maintaining the adult program in the county schools. The Escambia BPI obtained the designation of area vocational technical center and has continued to serve adults despite the agreement that the college does all adult education.

In Ocala and Gainesville (Marion and Alachua Counties) the adult program as in Pensacola had already been assigned to the college prior to any knowledge that the colleges would be separated from the county schools. In both cases, for different reasons, the adult remedial program has moved back into the county schools. In Gainesville this move back was said to have been the result of the personality of the director who was unhappy with the way the program operated within the college setting, primarily because there was an insistence that fees be charged. Another factor in the move was that the county schools, because of racial integration, had facilities which were not being utilized. Meanwhile, Santa Fe College was designated the area vocational technical center. With no apparent acrimony the decision was made to transfer the remedial portion of the program back to the county schools although adult vocational and MDTA programs are offered at the college. A single board governs both institutions.

In Ocala, a new superintendent faced with the problem of building new facilities because of integration and an increasing school population sought to gain the adult program back allegedly to receive the extra units for supervision and capital outlay which would accrue to the adult program. In this case the college, where the adult program was clearly viewed as a low cost program which "helps support our music program and one which enhances the college's image in the community," there was strong resistance to giving up any portion of the adult program. The Coordinating Council called for in the regulations met only once where a number of issues including adult education sponsorship was on the agenda. Florida Central College serves three counties but only in Marion County was the adult program in contention. However, within the Coordinating Council the issues were faced on institutional lines, i.e., the college president and the occupational dean as opposed to three county superintendents and their vocational directors. The vote was 6 to 2 on every issue discussed, it was reported, and the council has not met again. The issue of who was to do adult education was arbitrated by the Commissioner of Education who assigned remedial adult education in Ocala proper to the county along with general education in the county while the college maintains the adult vocational program. The assignment of programs may have reflected the popular view of the effectiveness of the college age program.

Tampa is illustrative of a county where Plan III is in operation. Hillsborough Community College (HCC) was organized late and had just come into existence in 1968. The Hillsborough BPI had a long history in vocational and adult programming and a strong aggressive administrator who is responsible for both programs. A four million dollar area vocational-technical center was built by the County school system and when the college became independent barely one year after its formation, the issue of which institution was to do the adult education was no contest. HCC agreed to do community service which is defined as non-credit programs for adults at a post-secondary level.

The Coordinating Council developed here was an active and apparently functional force. On this council are the designates of the President and the Superintendent which means that the top administrators in vocational and adult education meet regularly with representatives of the public (3 members) to discuss mutual concerns and coordinate their vocational and adult activities. The second president of HCC is philosophical, congenial to this arrangement. Coming from the position of a Dean of Community Services and Continuing Education in a highly comprehensive community college in another state, his philosophy is that "the college can't do everything and it is far better to concentrate our efforts and let other community institutions do what they can do best."[1] HCC is a one-county community college district.

In terms of these five local communities which were examined there appeared to be several forces at work relative to the institutional sponsorship and the extent of coordination. The crucial factor, which appeared far more important than who rationally and pragmatically was best able to deliver what adult education to what clientele in the community, were outside of adult education. Adult education in Florida is so closely allied with its big brother vocational education, both functionally and structurally, that issues in vocational education appeared to decide what was done with adult education.

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[1] Interview with Dr. Morton Shamberg, President, Hillsbourough Community College in Tampa, Florida, October 1973.

Colleges which have multi-county districts appear to be in contention for the adult program only within the county of location. This tends to weaken the argument that the colleges are philosophically committed to bring a comprehensive educational program to the persons within their district. Adult programming tended to be concentrated in a few locations in a fairly small area even though it was said to be decentralized.

The development of new facilities, use of empty facilities, or commitment to specific high cost programs appear to stimulate a more than casual interest in who should administer adult programs by either institution. As head count dropped in baccalaureate programs in some Florida colleges, the importance of the non-credit adult program appeared to be intensified.

Only one coordinating council was operating among the five colleges studied. This council was in the one-county college district which had originally adopted Plan III and in which the county school has a strong vocational/adult program as well as a college president who philosophically is committed to limiting the expectations of what a college can reasonably accomplish.

The patterns of how coordination operates is demonstrated currently in how these five local areas are handling the community school movement. In Ocala, Pensacola, and Jacksonville the community school movement was allegedly initiated by superintendents struggling to win back adult education programs and their supporting "units." In each of these cities the racial integration of the schools and the resulting problems in relocating schools and building new facilities were said to have been contributing factors in the boards' desiring to regain adult "units." It would appear that the more aggressive program that the county school can mount in community education the greater the cooperation of the college with the county school in coordinating these programs.

In Gainesville, operating under a modified Plan I, and in Tampa, where Plan III is currently operating, the situations are quite different. In Gainesville the community school program is run administratively separate from the adult program within the county school. Unusual coordination at the operational level has occurred between Santa Fe Community College, the University of Florida, and the Community School Coordinator but the regular meetings of these operational personnel do not include the director of adult education. It should be noted that the University of Florida has a center for community education on its campus.

In Hillsborough County (Tampa) the community schools system, initiated within model cities, was simply incorporated into the large, active, well-organized county adult education program. Accordingly the community school programs in these areas are quite different in their philosophy and scope.

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Jacksonville and Tampa programs are unusual contrasts since both programs are in large cities where in one case the adult programs are found in the county schools and in the other case in the college. The Jacksonville community school program is process oriented following the tradition of LeTart and Minzey[1] while the Tampa program is program oriented following the more conservative wing of the community school movement.

It is therefore concluded that although Florida has the least conflict ridden system of any of the five states studied, the coordination of adult education is far from ideal. Adult programs of high quality have developed in Florida in both the county school and the college systems sometimes despite the institutional motivation for or philosophical commitment to sponsoring the programs. Only in one local area studied was coordination of adult education going on as a continuous conscious process. This area was Hillsborough and it was concluded that the reason for these efforts was because of the very closely balanced power relationships stemming from the strong personality of the assistant superintendent of vocational education in the county schools and the philosophical bias regarding the limitations of the college held by the college president. These factors appeared to attenuate the potential of conflict over adult education programs.

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[1] Clyde E. LeTarte and Jack D. Minzey, Community Education: From Program to Process (Midland, Mich,: Pendell Publishing Co., 1972).

Summary

Florida has shown a strong commitment to adult education ever since adult education was included in the minimum foundation program in 1947. This commitment has been continually renewed. In 1955 the 1947 law was amended to allow more flexibility and more money for adult programs. In 1963, when the community colleges were separated from the county schools, the community college MFP also included adult education.

Both the county schools and the community colleges are encouraged by legislation and by tradition to offer adult education. However, only the community colleges are required to do so by law. Several factors determine which institution will sponsor the primary adult education program in a given county. Most of these factors are unrelated to which institution is best able to deliver a certain type of adult education to a certain type of clientele. Rather, institutional sponsorship is more likely decided on historical precedent, the externalities accruing to sponsorship of programs, local political or situational pressures outside of adult education, and the relative strength of the programs and personalities within a system. It should also be noted that it does appear that strong philosophical commitment to adult education sometimes accrues within an institution regardless of the reasons that it obtained sponsorship authority.

Although Florida has developed a seemingly workable system of coordination between the community colletes and the county schools, only one of the five local areas studied showed evidence of regular conscious coordinated activity between the two institutions. Many administrators see adult programs as means by which to attract state funds or other resources, and are less interested in coordination than in obtaining the potential resources. The one area which was coordinating its adult education efforts was marked by a strong adult program in the county schools, and a commitment by the president of the college to concentrate his efforts only on what his college could do best which was not already being done in the community.

Federal funds have had a clear influence on the scope and nature of adult education in Florida. Between 1964 and 1970, ABE increased its standing threefold relative to general adult education. Federal support for adult education of all kinds rose from 2.7 million dollars in 1964 to 4.3 million in 1970. However, Florida, unlike some other states, did not during the sixties increase its reliance on federal funds for adult education. Florida's share of the total adult education expenditures rose from 54 per cent in 1964 to 68 per cent in 1970. If state monies for non-credit community college courses are included in the calculations, Florida's share rises to over 70 per cent.

CHAPTER VII

ILLINOIS CASE STUDY

Introduction

Illinois, the fifth most populous state in the nation, registered some eleven million citizens in the 1970 census, of which some seven million resided in the Standard Metropolitan Statistical Area of Chicago. This 350-mile long state with its highly industrialized northeast corner had about 30 million acres in farmland in 1964 and ranked fifth among all states in the value of its farm products sold. Aside from Chicago, there are only two other SMSA's with 200,000 or more population and three SMSA's with population below 200,000 in Illinois.

Accordingly, Illinois represents a state which has highly divergent groups of citizens. The rural southern portion of the state, characterized by political conservatism, vigorously contests the heavy demands on state resources made by the highly industrialized more liberal population of Chicago and its metropolitan area.

The state's population is 12.8 per cent black and 3.3 per cent speakers of Spanish. Both black and Spanish-speaking persons are increasing as a percentage of total population with most of this migration going to the Chicago area. Approximately 8 per cent of the state's population was characterized by poverty in 1969 with 484,000 receiving AFDC, 34,500 receiving old age assistance, 47,700 receiving general assistance and 45,200 receiving aid to the permanently and totally disabled. Over $607 million were spent in 1970 for all types of public assistance which ranked Illinois as fifth among the states in total expenditures for welfare.

On the other hand Illinois is ranked sixth among the states in per capita personal income with manufacturing, wholesale retail trade and services the major sources of employment. Illinois invests $218 per capita and $937 per pupil in public school education with 2,357,000 children and youth enrolled.

Some three million adults 20 years or older are without a high school diploma in Illinois. About six per cent of those 25 years or older have not completed five years of school. On the other hand, 453,573 students were enrolled in the 132 Illinois institutions of higher education in 1970 and $963 million was expended in current operations. The median number of years of schooling completed is 10.5 years, whites having 10.7 and blacks 9.0 years.

With the ratification of the new state constitution in 1970, the organization of the educational enterprise in Illinois recently underwent a major change. As of 1973, two major boards are responsibl for governance. Elementary, secondary, adult and vocational divisions are under the State Board of Education; community colleges, state colleges and universities are under the Board of Higher Education. (See Figure VII-1). The Superintendent of Public Instruction, previously elected, will now be appointed by the State Board of Education. Coordination of activities of mutual interest to both boards are assigned to a Standing Joint Education Committee composed of members of both boards.

Two major public universities with three campuses each, three four-year and two upper division public universities, three

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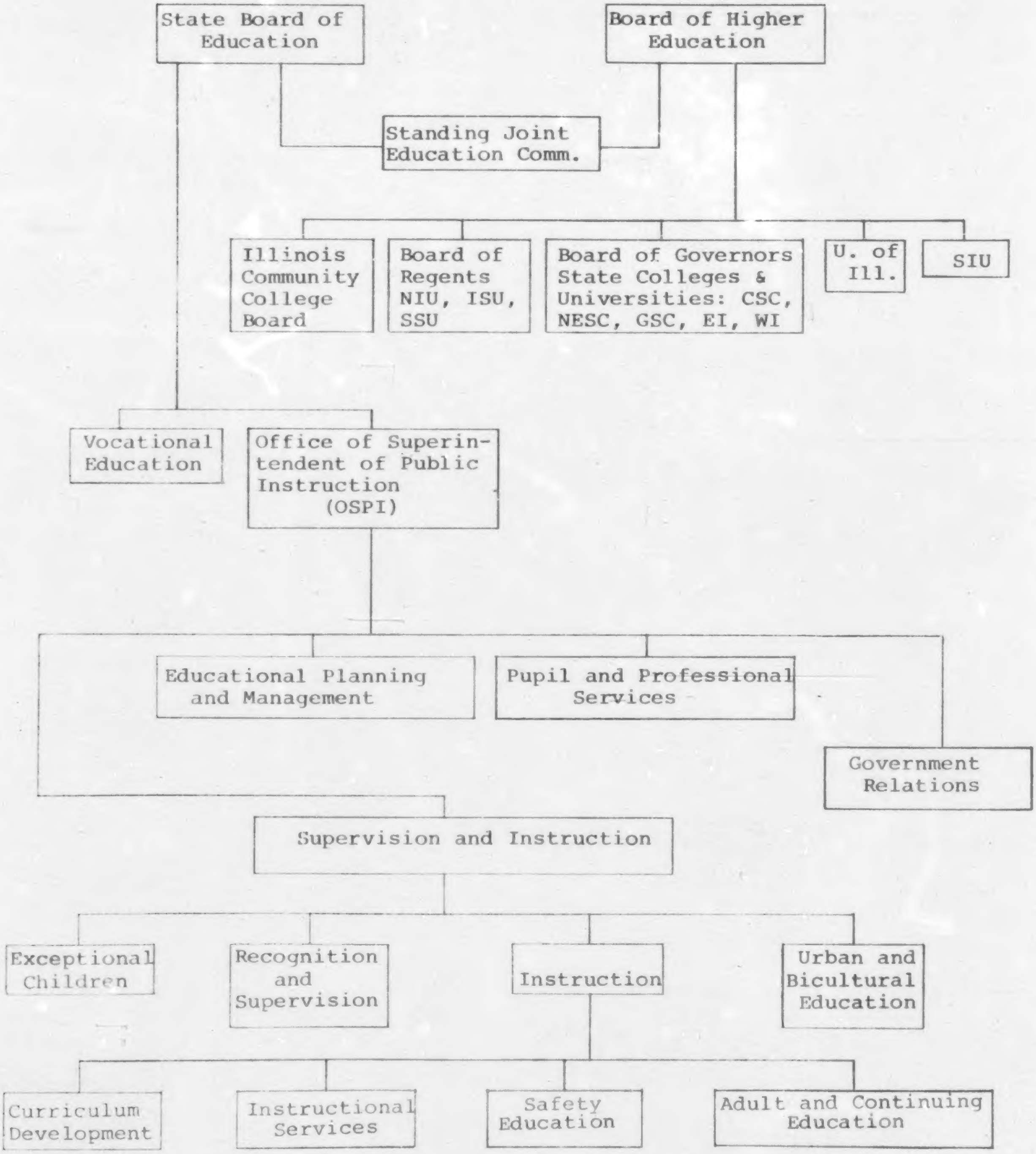
FIGURE VII-1

GOVERNANCE OF PUBLIC SCHOOLS AND COMMUNITY COLLEGES IN ILLINOIS, WITH SPECIAL REFERENCE TO ADULT EDUCATION


State Board of Education
Board of Higher Education
Standing Joint Education Comm.
Illinois Community College Board
Board of Regents NIU, ISU, SSU
Board of Governors State Colleges & Universities: CSC, NESC, GSC, EI, WI
U. of Ill.
SIU
Vocational Education
Office of Superintendent of Public Instruction (OSPI)
Educational Planning and Management
Pupil and Professional Services
Government Relations
Supervision and Instruction
Exceptional Children
Recognition and Supervision
Instruction
Urban and Bicultural Education
Curriculum Development
Instructional Services
Safety Education
Adult and Continuing Education

state colleges and 38 public community college districts (47 campuses) comprise the public higher education system. The common schools are organized in elementary, high school (dual) and unit districts of which there were 1,054[1] within the 102 counties. Each constitutes an Educational Service Region. Adult education was a permissive function of the common schools under the old constitution. It has been a mandated function of the community colleges since the state system was organized in 1965.[2]

Historical Development

Development of Adult Education

More is known about the development of adult education in Chicago and northern Illinois than is documented for all the rest of the state. The Chicago adult program began in 1863 and by 1894 had expanded to 52 locations serving nearly 20,000 adults. A peak enrollment of 70,000 was reached in 1931 when, because of financial difficulties, the number of adult schools was reduced to six.

By 1948, the enrollment was 45,000 with remedial programs operated by 12 evening schools and an adult day school and Americanization classes held in 115 centers. At its zenith in growth in 1930-31 seven per cent of the total public school budget in Chicago was assigned to adult education.

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[1] There were 11,955 common school districts in 1945.

[2] SB 1188 requires that by 1974 every area in the state be in a community college district. At least three new districts have already been formed.

Adult education throughout the state was much more peripheral than the programs developed in Chicago. The first high school evening program to be accredited was a Chicago school (Englewood) in 1922.

In March, 1962, a compulsory program in basic elementary education was initiated by the Cook County Department of Public Aid and the Chicago Board of Education--a cooperative venture with the objective of "social uplife through the exercise of social discipline. This program became the model for the state whereby the welfare department recruited and screened adults and contracted with the public schools to give the students remedial education.

The program was funded through provisions of the Public Welfare Amendments of 1962 (Social Rehabilitation Service or SRS) which provided 75 per cent of the funds through federal assistance if matched by 25 per cent in state funds. This allocation of funds for the training of public aid participants marks the first state support for adult education in Illinois.

By 1960 a number of locally sponsored, fee-supported adult programs had grown up in the Northern Illinois area and a professional association, the Northern Illinois Round Table, had been organized in cooperation with a professor at The University of Chicago. This association, along with the Office of the Superintendent of Public Instruction (OSPI), sponsored a study of public school adult education in 1966.[2]

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[1] Raymond Hilliard, "Massive Attack on Literacy: The Cook County Experience," The American Library Association Bulletin, December, 1969.

[2] William S. Griffith, et al., Public School Adult Education in Northern Illinois (Springfield: Office of the Superintendent of Public Instruction, 1966).

This survey of nine counties, excluding but surrounding Chicago, covered sixty-three known programs and collected data on fifty-five. Forty-eight of these programs served nearly 100,000 adult students, whose level of education was above the national mean, with avocational and vocationally-oriented curricula. These programs tended to be self-supporting for direct costs, with the district bearing the indirect costs. Ten of these programs enrolled between 1,000 and 2,000 students each; eighteen of the programs enrolled from 2,000 to over 6,000 students.[1]

Thus when federal ABE funds became available, Illinois had a fairly large number of locally supported public school adult programs in the northern part of the state; a large high school credit program, an Americanization program, some vocational adult education programs in the city of Chicago, and scattered, locally sponsored classes in the southern part of the state.

The public assistance educational program funded with SRS monies and known as the 10-22.20 program from its designation in the School Code of Illinois provided four million dollars for the 1962-1964 biennium and $50,000 for its administration in the OSPI. The OSPI staff, which had consisted of one half-time position since 1940 to administer GED testing and the veterans' program, was then able to bring in one full-time person in 1963 to implement this enlarged publicly funded program.

The job in 1963 for the OSPI was "one of missionary work."[2] It was difficult to get public schools to sponsor a remedial program for persons on public assistance. However, it was estimated that by January, 1965, some 220 programs were operational for about 10,000 students in the state in 54 of the 102 most highly populated counties.[1] Although these figures seem high to state officials it is nevertheless clear that substantial progress had been made.

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[1] *Ibid.*, p. 7.

[2] Interview with Clark Esarey, Director of Adult Education Unit OSPI, in Springfield, Illinois on October 10, 1972.

In 1965 a major step forward was the dividing of the state into three regions and the placing of a full-time state consultant into each region. With this enlarged staff, specific help in programming was made possible to local adult educators.

The year 1965 also marks the emergence of a system of Public Junior Colleges in Illinois. Joliet, Illinois was the birthplace of the American Public Junior College in 1901, but growth was slow with the pattern generally being the extension of grades 13 and 14 upward from the high school or unit districts. In 1930 there were six public junior colleges in Illinois and in the 1940's six additional colleges were organized.

However, until 1931 junior colleges developed without legislative sanction. In 1931 legislation was passed authorizing the Chicago Board of Education to manage and provide one junior college offering not more than two years beyond high school as a part of the public school system in the city. The city of Chicago had established a junior college in 1911, first operating the program at several high schools and finally consolidating the efforts in Crame High School. Threats by those questioning the legality of the Chicago City Junior College were the impetus for the 1931 legislation; in 1937 further legislative action extended this same authority to the entire state.[1]

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[1] Greenleigh Associates, Inc., Educational Rehabilitation: An Evaluation of the Adult Basic Education Program of the State of Illinois (Chicago: Greenleigh Associates, Inc., February, 1965), p. 20.

The large number of veterans seeking a college education following World War II caused serious problems in higher education. In 1947 the University of Illinois had only 16,000 places for an estimated anticipated enrollment of 23,000. To resolve this impasse, two-year branch campuses were organized in the state and later two of these institutions (Danville, Galesburg) became parts of the junior colleges. One notable exception was the vocational/technical institute operated by Southern Illinois University in Carbondale which continues to operate as a part of that institution.

Meanwhile there were pressures on the legislature by the public and the staffs of the existing junior colleges to give recognition, establish a clear legal status, and provide state financing for these programs. In 1951 legislation established the junior college as a part of the common school system but it was not until 1955 that financial support of $100 per student was provided by the state. This financial support was increased to $200 per student in 1957.[2]

No state funds were available for site and facility development until 1959 when the legislature passed a bill encouraging the establishment of separate junior college districts with separate boards and taxing authority and changing the basis of state support for operating expenses to $7.60 per credit hour. In 1961 Blackhawk College became the first college organized under the Area Junior College law; two more junior college districts opened their doors to students in 1965.

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[1] Clifford Erickson, "Rebirth in Illinois," Junior Colleges: 50 Years/50 States, (ed.) Roger Yarrington (Washington: American Association of Junior Colleges, 1969), p. 180.

[2] *Ibid.*, p. 181.

With the formation of the Board of Higher Education (BHE) in 1961, a series of studies aimed at the needs of higher education resulted in a Master Plan for Higher Education in Illinois which was accepted by the legislature in 1964. Out of this master plan came the Illinois Junior College Act (HB 1710) passed by the 1965 legislature. This bill created the Illinois Junior College Board (now the Illinois Community College Board of ICCB) to govern the junior colleges and remove the colleges from the common school system by making the ICCB the fifth board under the BHE. The total number of college campuses operating prior to 1965 was 23. This number grew to 34 by 1967-68 and to 47 by 1970-71.

This movement of the junior colleges from under the administration of the OSPI was accomplished without major controversy. Although some individuals apparently resisted the move, the establishment of a separate board was promoted by the Illinois Junior College Association and those associated with public higher education. This desire to consolidate all activities of the junior colleges under the Board of Higher Education has more recently led to suggestions that monies now administered by the OSPI for support of adult and vocational education at the post-secondary level more rightly belong under the BHE.[1]

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[1] Resolutions passed by the IACJC in 1969.

The Junior College Act provided for (1) Class I junior colleges, those which met population as well as assessed valuation criteria and levied a special tax rate for junior college purposes, and (2) Class II junior colleges, those not meeting the Class I criteria. In this way, colleges which had already been established in unit or high school districts prior to the 1959 legislation were incorporated into the system and given incentives to develop an autonomous taxing base and to broaden their program to meet the program objectives mandated to the junior college.

The programs of the junior college were spelled out in the legislation as "(1) courses in liberal arts, sciences, and general education; (2) adult education courses; and (3) courses in occupational, semi-technical fields leading directly to employment. At least 15 per cent of all courese taught must be in fields leading directly to employment, one-half of which courses to be in fields other than business education."[1]

From the phrasing of the legislation it is clear that the legislature clearly intended to insure a comprehensive curriculum. It incorporated specific safeguards into the law requiring the inclusion of occupational-technical programs and adult education as well. Presently 23 per cent of the state's FTE's are in occupational-technical programs. On the other hand, there were technical schools operated by the University of Illinois and Southern Illinois University whose ultimate destiny was not clear. Accordingly, all existing two-year institutions were provided opportunities to belong to the system and given incentives of funds for site/facility development and operations to encourage all the institutions to develop a comprehensive curriculum as well as a firm taxing and population base. By July 1, 1969, all colleges had obtained Class I status.

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[1] Illinois Public Junior College Act, Illinois Revised Statutes, 1969, Sections 101-1 to 108-2, State Bar Association Edition.

Because of the special problems associated with East St. Louis--extremely low assessed valuation and a high proportion of undereducated poor persons--a completely state financed junior college district directly responsible to the ICCB was approved for East St. Louis in 1969.

As can be seen in Table VII-1, total appropriations for higher education operating expenses in Illinois have increased 561 per cent from FY 1959 to FY 1973. The ICCB began to receive state appropriations in FY 1963 and at the end of ten years these appropriations had increased 828 per cent. In the initial year of operation the Illinois Community Colleges received 4.5 per cent of the total higher education budget and in following years 7.5 (FY 1967), 8.1 (FY 1970) and 10.7 (FY 1973) per cent of that budget. Actually these figures underestimate the state's commitment to community colleges because the ICCB figures represent state support alone for the two year institution while the totals of the other boards include tuition figures also. However, the state funding of community colleges has always remained below the 50 per cent level recommended by the Master Plan and presently stands at 35 per cent.

This very rapid growth of the community colleges signified a rapid increase in adult education activities. Adult education enrollments in the Adult Continuing Education Division in the 1970-71 fall semester were 12,777 out of a total enrollment of 169,961, accounting for 7.5 per cent of the total fall enrollments in community colleges.

TABLE VII-1

APPROPRIATIONS FOR OPERATING EXPENSES OF HIGHER EDUCATION IN ILLINOIS FOR SELECTED YEARS

(In thousands of dollars)

Institutions	Years				
	1959-60	1963-64	1967-68	1970-71	1973-74
University of Illinois	55,905	76,791	125,719	159,027	188,295
Southern Illinois University	15,183	27,097	51,153	74,296	81,372
Board of Regents	--	--	43,212	62,073	80,400
Board of Governors	17,051	34,744	37,791	51,119	68,897
Illinois Community[a] College Board	--	6,738	22,536	35,831[b]	62,508[c]
Illinois State Scholarship Commission	--	2,588	15,472	30,872	59,605
Total appropriations (including retirement and administrative costs not shown above)	88,139	148,170	301,136	441,386	582,347

[a] Community college figures do not include tuition while all other figures include not only state appropriations from the General Revenue Fund but also appropriations from the Income Fund which is in fact tuition income.

[b] Includes 2,131,300 for State Community College - East St. Louis.

[c] Includes 2,968,780 for State Community College - East St. Louis.

No data are available on adult enrollments within the community colleges prior to 1965.

In this same period additional state funds became available for adult education within the common schools. In 1965 federal ABE funds, together with Social Rehabilitation Service (SRS) funds for public aid students, made programs in remedial education available for all citizens. The ten per cent matching funds for federal ABE money were allocated at the state level and these funds, as well as the SRS funds, were utilized to increase options for class size and full-time day programs. Until 1967 these funds were channeled only through common school districts.

Relations between Public Schools and Community Colleges

The availability of state support for adult education within the common school system, coinciding with the initiating of a comprehensive community college system which mandated adult education offerings as a requirement for Class I status, resulted in a conflict between administrators representing these two institutions.

Although very little documentation is available on the intensity and scope of these tensions, the following statement illustrates the acrimony of the debate as early as 1965:

> In December of 1965, I attended a meeting of the Northern Illinois Round Table. The junior college system under the Master Plan was just coming into being. Most of the conversation at that meeting, made up largely of adult educators from public school districts, centered around whether or not the junior colleges were going to take over or "grab" the existing programs from the public schools. A majority of the group seemed very threatened about the possibilities. I think they have been proven wrong.[1]

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[1] Frank D. Sorenson, "Extension Education: the University's Point of View," *Proceedings Fourth Annual Illinois Junior College Conference* (Springfield: Illinois Junior College Board, 1969), p. 31.

What were the issues and conditions which led to the conflict which did develop and which, despite Sorenson's observations, continued to be voiced through 1973?[1] One major point of contention was that some newly emerging junior colleges wanted to transfer administratively to their programs those portions of existing public school adult programs which qualified for state reimbursement. Often the college wanted the high school district to continue housing the program and from the perspective of some adult education directors the net result was no change in the program except that registration for participants became more complex and sometimes required travel to the campus.[2]

In order to expand the adult programs some semantic elusiveness along with what some labeled as an overly permissive approval system by the ICCB caused the legislative intent of the Junior College Act to be expanded. State reimbursement within the college system was based on credit and the law read, "per credit hour or equivalent." The legislative intent was generally thought to refer to quarter hour or semester hour in equivalents. However some colleges interpreted the word "equivalent" to mean credit or its equivalent and to this end the term "credit equivalency" or "institutional credit" was developed. In some colleges institutional credit was given for any course for which an audience could be recruited. Because all courses were reimbursed at the same rate regardless of their cost it was difficult to believe that this interest in adult education was not somewhat opportunistic.

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[1] Charles Sutton, Memo to the Task Force on Adult and Continuing Education, dated October 26, 1973, p. 3.

[2] Interview with Elmer Chessman, Director of Adult Education, Lyons Township Public Schools, August, 1972 and Gunner Fransen, Rockford Public Schools, June 8, 1973.

The selective transfer desired--namely, to transfer to the college only courses eligible for reimbursement--as well as the insistence that participants register for and receive "credit equivalency" or "institution credit" made the motivation of the junior college administrators suspect for some public school personnel.

From the public school administrators' point of view, their programs, developed under highly marginal conditions, were being used as a means towards some end which did not appear to be in the best interest of their constituency or their own institutional program. Recognizing that reimbursement was much higher under the junior college apportionment procedures, many felt that the aggressive movements of the college personnel would be hard to combat. In some cases in a spirit of cooperation or economic necessity the superintendent of a system insisted that the adult educator give part of the public school program to the college. In at least one case, the administrator saw a well-developed avocational and leisure time program lose one-half its participants because of the restraints incumbent upon the newly formed college attempting to administer the program.[1]

Part-time adult education directors, many for the first time, could in 1965 have expectations of becoming full-time now that public funds were available for high school credit and basic education programs. However, some college personnel, noting that their institution's status was also that of a public school, began to apply for funds coming through the OSPI office, causing many public school personnel to see the situation as biased indeed in favor of the colleges.

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[1] Fransen, op. cit.

Deans and directors of continuing education had a different set of pressures mediating their behaviors. The community college system was expanding rapidly with 12 new colleges initiated between 1967 and 1969 and funds were in short supply relative to the demand upon them. Entrepreneurial continuing education personnel were alert to the fact that adult programs could be offered at less cost than other college curricula if one operated with low administrative costs, eliminated counseling and other supportive services, and hired part-time faculty. Personnel openly discussed the opportunities to demonstrate one's administrative competency within continuing education as a stepping stone to an academic deanship or a college presidency.[1]

The movement of programs of adult and continuing education from the public schools to the community colleges occurred primarily in the northeastern area of the state in urbanized areas with public school programs such as Kankakee, Joliet, Peoria, Rockford, the Chicago suburbs, and finally Chicago itself. The incentive for these transfers was not limited to the favorable state reimbursement offered for adult education within the community college system. Clearly in Chicago the mounting pressures on the youth educational system forced budgetary realignments which sealed the eventual demise of one of the oldest and largest public school programs in the country. Although in 1974 the Chicago Public Schools still retain a residual adult program of federally funded

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[1] Discussion at the Northern Illinois Round Table, Triton College, May, 1970.

ABE/GED the eventual move of these token programs to the city colleges seems inevitable.

On the other hand, contiguous to Chicago in the moderately affluent Maine and Niles Townships, two extraordinarily aggressive public school adult programs had grown up. In fact the Maine Township program serving over 15,000 students was the second largest public school adult program in the state. In 1972, these two districts joined with the newly formed Oakton Community College to form a coopreative adult education organization called MONACEP.[1] In the case of MONACEP, the budgetary problems of the public schools were not a critical factor in developing these new arrangements. Apparently even the administrators of strong public school programs clearly recognized that when a community college evolved in their district the most viable option for their program in the long run was to coopt or be coopted. Thus it would appear that MONACEP is at least a short term arrangement to prolong the existence of the public school adult program in the face of a newly formed community college which has access to more liberal state reimbursement. It might also be noted that the Oakton Community College district generates a higher in district tax revenue per FTE than any of the other 37 local districts. The $1,543.41 generated per student in Oakton in 1972 was substantially higher than the median of $657.73 or the low of $309.21 in other districts.

In summary, the emergence of the public junior college had these effects on adult education within the state. In areas where there were no existing adult education programs, such programs became possible and in some areas were made available. In large urban areas which had public school programs but also had major economic problems, administration of these programs was moved from the public schools to the community college. Typical of such areas are Chicago and Rockford.

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[1] A detailed case study of MONACEP can be found in Volume III of this report which documents the conclusions presented.

In other areas where there were well developed programs in public schools which had no severe financial problems, the colleges tended to force these programs out of existence either by forcing alliances or by competition. In at least one case the emergence of a new small college (fall enrollment at Oakton in 1971 was 2,332) appeared to trigger an alliance with the largest and most flourishing public school adult education program in the state.

These mounting conflicts brought to a head the need to clarify funding options and institutional prerogatives in an area of education claimed historically by one institution and as a legal mandate by the other institution but which operated for the most part as marginal in both. Legislation enacted in 1963, 1965, 1967, and 1969 addressed some of these problems.

The 1963 legislature appropriated state monies for a 25 per cent match for federal SRS funds. The 1965 Legislature appropriated funds for a 10 per cent match for federal ABE funds. It also authorized the OSPI to contract to provide educational services for other state agencies and also to contract out to public school or junior college districts for these services throughout the state. This same legislation created a state level Adult and Continuing Education Council to coordinate adult and continuing education in the state. It also authorized cooperating agreements between two or more Boards of Education or Junior College Boards to deliver adult education services jointly, with one district designated as the administrative district. Under HB 1417, also passed in 1965 and incorporated into the school code as Section 13-38, reimbursement for elementary/high school credit and Americanization courses was made available to school or junior college districts at the rate of $2.50 per 40-minute period of approved classroom instruction.

The Illinois Adult Education Act of 1967 brought together and extended the previous legislation. Under SB 1416, passed the same year, reimbursement under Section 13-38 was increased from $2.50 to $3.50 per 40-minute period.

The 1969 legislation included SB 641 which added to the definition of adult, "youths under 21 years of age whose schooling has been interrupted" and SB 801 which extended state reimbursement to GED instruction.

A problem of appropriations arose in 1968-69 when claims were made for more adult education funds than had been appropriated, and the appropriated funds had to be pro-rated. Actual reimbursement came to $1.74 instead of $3.50 per 40-minute period. The law had required pro-rating since 1965, but now the intent of the legislature was emphasized: schools and colleges may develop adult programs as large as they wish, but reimbursement at the stated rate is not guaranteed.

In 1967-68 no community college was receiving state categorical funds for the programs just discussed nor did they receive any federal ABE or SRS monies. These funds were being channeled by the

OSPI into public school programs. By fiscal year 1972, 18 of the 89 ABE (Title III) programs (20 per cent) were being funded by the OSPI through community colleges. In addition nine programs supported by 3.1 funds and eleven programs directed toward students receiving public assistance were being supported in the colleges by OSPI. Thus out of the $12,643,313 available in the OSPI budget for adult education, 18 per cent were going to the community colleges.

As a rough comparison the 1970-71 figures on funds administered by the ICCB might be used. That year the ICCB administered $41,925,251 for apportionment. Student credit hours for that year totaled 2,777,257 with adult and continuing education accounting for 153,248 or 5.5 per cent of the reimbursable hours; at $15.50 per hour, these translate into $2,305,888. These figures suggest that about as much in state funds for community college adult education was coming from OSPI as from the ICCB.

Attached to the 1971-72 Illinois Junior College Board appropriations bill (HB 1676) was amendment number 4, known as the Walsh Amendment, which prohibited flat grant apportionment monies to be spent on "courses, the purpose of which is instruction in a hobby, leisure-time or recreational activity." By April of 1972, 47 campuses had collectively dropped 392 courses (30 per cent of total adult offerings) from their apportionment claims.

In the following year (1972-73) there was strong support in the legislature to cease funding for all adult and continuing education courses; only by strong lobbying by the adult education deans and directors was this action postponed. Funding for adult and continuing education courses as well as all other courses was fixed at $16.50 per student credit hour (an increase of one dollar), and an incentive of $2.50 per hour was added to occupational-technical courses. Meanwhile the ICCB was asked to make specific recommendations regarding the funding of adult courses.

The ICCB had begun to reassess adult education along with the baccalaureate and occupational/technical programs in the fall of 1971, about the time the Walsh Amendment passed. The ICCB staff proposed the following recommendations to the board:

> 1. That the ICCB recognize that the community colleges are providing their total educational program primarily for adults and that adult education needs to be redefined in terms of recent national and state legal actions and national and statewide educational and budgetary sysems approaches;
> 2. That the ICCB approve a new list of definitions which includes such terms as certificates, community service, continuing education and public service; and
> 3. That the ICCB approve proposed guidelines for the structuring of degrees and certificates among which was a plan for reclassification of current credit equivalency courses into either the instructional program on a credit basis and with state apportionment funding, or to the new non-credit public service activities for which no state funding was currently available.

These recommendations were based on the arguments that (1) since 18-year-olds were now legally adults almost all college instruction was technically for adult students; (2) that some legislators were voicing serious concern over the funding of adult education and/or non-credit activities; (3) that the ICCB, the BHE and the Bureau of the Budget required the separation of instructional and public service activities; and (4) that the USOE and WICHE/HEGIS were moving to separate credit from non-credit offerings.

Accordingly, the term adult education was considered inappropriate and it was thought that course work which had been labeled credit equivalency should be organized into credit courses and incorporated into the general studies curriculum. Those activities inappropriate to organized instructional programs should receive no credit and should be labeled as community education or community services with both terms subsumed under the larger category Public Service.

Essentially these recommendations were accepted and in the fall of 1972 eight curricula were approved for credit under the General Studies rubric. These curricula allowed colleges to translate many of the diverse courses offered as credit equivalency courses to a specified curriculum. Those courses which could not be fitted into these eight curricula were now non-credit (hobby, leisure, or recreational) and non-reimbursable. However, $750,000 was appropriated in 1972-73 for Public Service activities with priorities going towards those proposals focusing on problem-solving projects. Similarly, $1,400,000 was appropriated for educationally disadvantaged student grants, the vast majority of which were assigned to adult programs.

By FY 1973 a new set of problems had developed in the financing of adult education in Illinois. In May of that year it was learned that the guidelines in the Federal Register related to SRS funds had been revised and monies from this source to support the education of persons on public assistance were to cease. This would be a serious blow, for in 1972-73, of the almost $13 million the OSPI had administered, $7.5 million had come from SRS funds on a 75 per cent federal-25 per cent state match.

The threatened loss of over half the funds which had been utilized for ten years as a major support of remedial education had immediate effects. From practically no remedial programs for any citizen (except in Chicago) in 1963, the SRS and ABE funds had grown so that, between them, they supported 89 programs in 1972, 25 of which were full-time day programs. Although the withdrawal of SRS funds was later postponed until November, 1973, representatives of the Governor, the Bureau of the Budget, Department of Public Aid, Department of Labor, and OSPI devised modifications in funding procedures to offset this loss of funds. First, all community college remedial adult programs were to be funded from college apportionment funds with OSPI paying for the tuition of adult students. Secondly, the $1.4 million under ICCB control for disadvantaged students was to be used to fund the program for economically disadvantaged students. OSPI monies were reserved for public school programs which had a more limited means of support for adult education. Meanwhile, the threat of the fund cut-off had caused curtailment of some programs and closing of others. Consequently, when the funds were restored as of January, 1974, many programs had been so damaged that it is anticipated there will be great difficulty in utilizing the adult education funds efficiently At the time the funds were restored, the remedial adult education enterprise within both the college and public school had shrunk to 56 programs in 1973 and the size of most of these programs was being severely limited.

Prior to and concurrent with these events a Task Force on Adult and Continuing Education was named by the Superintendent of Public Instruction to recommend action to be taken to implement Article X of the new constitution. This article states:

> The State shall provide for an efficient system of high quality public educational institutions and services. Education in public schools through the secondary level shall be free. There may be such other free education as the General Assembly provides by law. The State has the primary responsibility for financing the systems of public education.

During public hearings conducted by the task force as well as in the monthly discussions of the task force personnel several issues became quite evident.

There was serious doubt in the minds of school board members across the state as to the capacity of the local districts to pick up added responsibilities outside of children's education K to 12. Though by law all schools in Illinois are required to provide special education, experience has indicated that it is extremely difficult to implement the legal responsibility especially in the poorer, less populated areas. Therefore, it was felt that an additional legal mandate requiring public school districts to provide secodary education opportunities for any person desiring such services could prove to be extremely difficult to implement.

The issue as to which institution would be responsible for delivering secondary level education to adults was vigorously contested by different interest groups within the state. Especially in those areas where viable public school adult education programs were functioning, strong arguments were put forth for assigning the responsibility of educating adults to public schools. Similarly, in areas in which the community colleges were conducting adult remedial programs, strong arguments were put forth for assigning the mandate for educating adults to that type of institutions.

The recommendation of the task force took a middle of the road stance.[1] Emphasis was placed on developing a coordinating mechanism in the state whereby institutional responsibility would be assigned locally and mechanisms would be provided to assure periodic reassessment. Furthermore, the recommendation suggested full state funding for remedial adult education with equal reimbursement to whichever institution was involved. No limitations were placed on the kinds of institutions which could be involved at the local level but the emphasis was placed instead on a coordinated plan.

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[1] Today and Tomorrow in Illinois Adult Education, Final Reporrt of the Task Force on Adult and Continuing Education. Springfield: Office of the Superintendent of Public Instruction, February, 1974.

Summary

The history of publicly supported adult education in Illinois was exceedingly limited until 1963. Then four new sources of funds developed almost simultaneously: federal funds through SRS and ABE programs, state categorical funds to match the federal funds in these two programs plus monies to support recommended credit programs through high school as well as Americanization programs, and finally the community college apportionment for credit programs.

These funds administered by two state agencies have been actively sought by community colleges and in the case of OSPI funds by public school districts as well. Steadily public school adult education programs have drifted to the community colleges. This has been particularly true in urban areas where pressures on the K-12 system have increased, causing administrators to seek relief from responsibilities in adult education.

The commitment of community colleges to adult education philosophically and operationally is uneven. In some rural areas where adult education programs were diffuclt for public schools to administer because the district was not prosperous, community colleges have brought comprehensive adult programs into operation. The program of the Illinois Eastern Junior College is an example of this. In other rural areas, the colleges are reluctant to commit their resources to adults; those communities are served only if the public schools provide the service. Also some suburban colleges in districts with high assessed valuation appear to have difficulty in funding programs for their undereducated citizens; only remedial programs offered in public schools are found there.

A few cases of abuse of the fairly generous state funding of adult education in the community college through the ICCB have caused a curtailment of these funds for all colleges. As a result, the education of mature adults within the community colleges, because of philosophy or legislative pressure, is now oriented to credit programs and increasingly falls under the purview of the academic dean rather than a dean of continuing education. If courses for mature adults are not subsumed under the credit offerings, they are non-credit courses and must be financed by local support or by fees. At the same time efforts have been made to increase opportunities for problem solving activities which presently have limited state support and have been defined as public service programs.

The flow of public funds to support adult education suffered its first reversal in 1971 with the Walsh Amendment and its severest blow in 1973 with the threatened curtailment of federal SRS funds. What the legislature will do in appropriating funds for the free secondary education of adults under the new constitution cannot be predicted, given the ambivalent behavior of the legislature towards adult education since 1969. It is clear that reliance on federal funds for a major portion of the funding of adult education has had long-term deleterious effects on the enterprise. It is also clear that federal funds prompted the first appropriation of state funds for adult education and caused many school districts to initiate programs. It is also apparent that Illinois legislators are prepared to support only those educational activities of adults which are investment-oriented and even in these curricula some legislators have restricted definitions of what is appropriate content.

Growth of Adult Education

No data are available on the extent of public school or junior college adult education in Illinois prior to 1964. Those data available after 1964 reflect only enrollments which were supported by public funds and in the case of the community college only those programs for adults which fall into the category of adult and continuing education. Those mature adults who are enrolled in the general studies curricula, which to a large extent are remedial, are not included. Neither are those adults who enrolled in a credit program leading to an Associate in Arts, Associate in Science, Associate in Applied Science or an Associate in Liberal Studies degree. Within the community college data only adults enrolled in "credit equivalency" or non-credit courses are included. Data on public school adult education publicly supported by local funds such as the Chicago high school credit programs prior to 1966 are not included since these figures were not reported to the state office. Non-credit offerings for adults by public schools are not reported, as they are for the colleges, since there was no state reimbursement for such offerings.

Data are available on enrollments in both the public schools and the community colleges which generated state reimbursement or were federally funded and administered through state agencies. However, those data reported by the ICCB are difficult to interpret because of the variability of categories for labeling the same activity.

The problem can be illustrated by the data given in Table VII-2 and the graph in Figure VII-2 on enrollments during the period 1968 to 1973, as reported by the ICCB.

In Table VII-2 the data through 1971 reflect a liberal state policy regarding the types of activities which could command the one level of state reimbursement available as long as the activity had a "credit" designation. Accordingly most activity organized by Illinois community colleges did carry some type of credit label in 1971. The response to the Walsh Amendment (no state reimbursement for leisure-recreational adult courses) plus the incentive reimbursement for technical-occupational courses ($16.50 vs. $19.00 per credit hour) which occurred in 1972 caused a movement of some courses from one category to another, that is, a recategorizing with little change, if any, in the course content.

Accordingly the drop in baccalaureate enrollments in 1972-73 may reflect the movement of marginally occupational courses from this category to the career occupational category to take advantage of more generous reimbursement. The rise in general studies enrollment reflects the movement of "credit equivalency" courses from the

TABLE VII-2

FALL SEMESTER STUDENT HEADCOUNT ENROLLMENT BY INSTRUCTIONAL PROGRAM AREA IN ILLINOIS PUBLIC JUNIOR COLLEGES

	1968-69	1969-70	1970-71	1971-72	1972-73
Baccalaureate Oriented	49,747	57,087	69,751	77,423	67,460
Career/Occupational Oriented	23,448	31,509	42,703	47,405	53,831
General Studies	7,845	7,417	7,234	8,036	20,313
Adult and Continuing Education	11,164[a]	10,248[a]	12,777[a]	14,175[a]	---
Public Services	--	--	--	--	26,225[a]
Subtotal	92,204	106,261	132,465	147,039	167,829
Unclassified	8,491	37,988	37,496	42,995	43,724
Total	100,695	144,249	169,961	190,034	211,553

[a] Primarily Adult and Continuing Education in 1968-1971. Students who were formerly enrolled in non-credit adult and continuing education courses and in credit equivalency courses are now classified in Public Service Activities (Community Education).

adult and continuing education category into the general studies category. Nevertheless, there has been a continual increase in head counts and in FTE's within the state system's total program since the creation of the Illinois Community College system. It is the considered opinion of many administrators within the system that a growing percentage of that increase is attributable to the enrollment of mature adults many of whom are in remedial programs.

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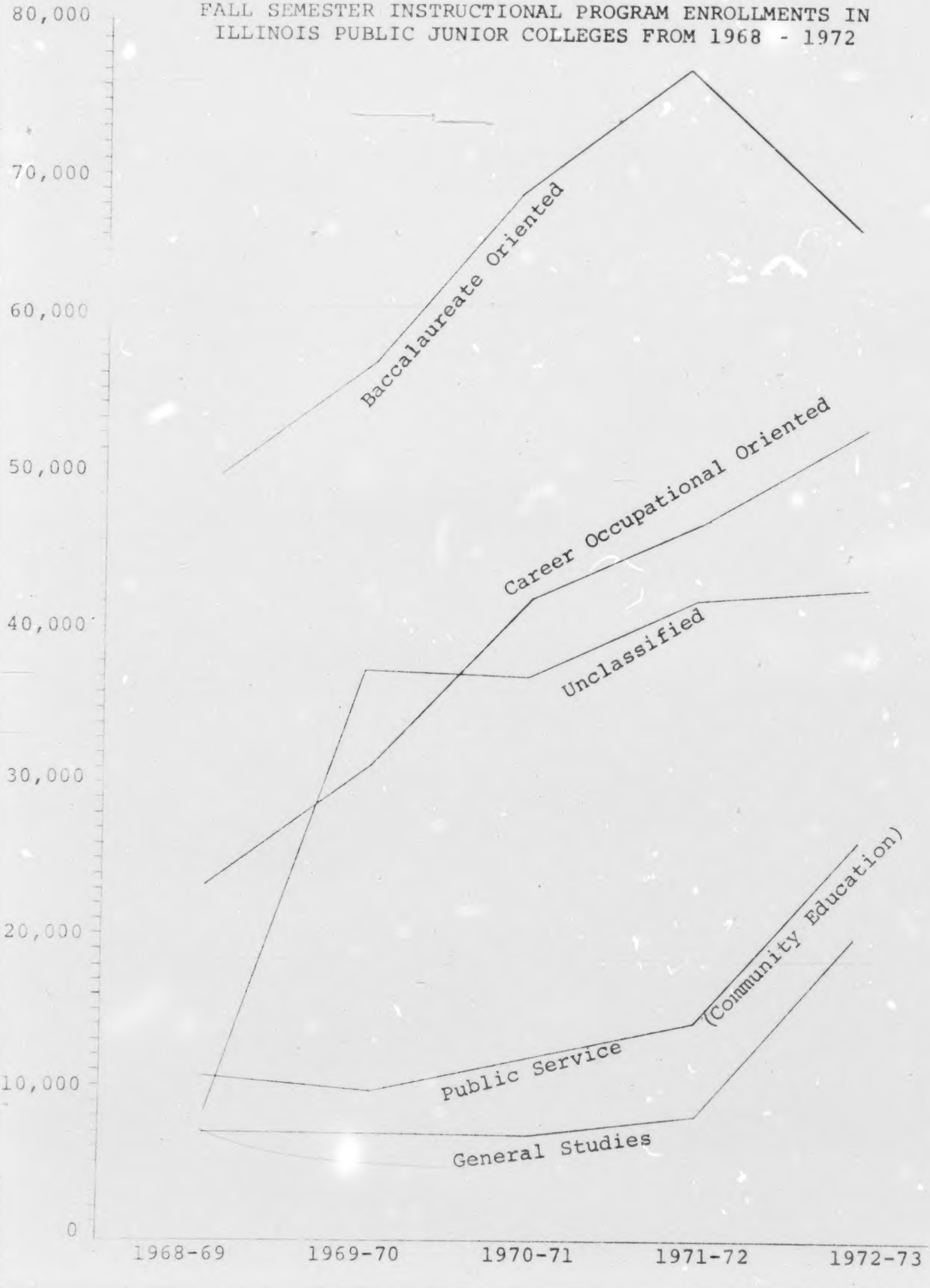
FIGURE VII-2

FALL SEMESTER INSTRUCTIONAL PROGRAM ENROLLMENTS IN ILLINOIS PUBLIC JUNIOR COLLEGES FROM 1968 - 1972



There are data available[1] which indicate that the non-apportionment head count is also increasing although there is no way of translating those figures into FTE. There is also no way of ascertaining whether that enrollment which was ineligible for receiving state reimbursement from ICCB (non-apportionment) was the result of new programs supported by local tax dollars or simply a reflection of state reimbursement from other sources or federal reimbursement.

Enrollments in vocational education and in MDTA programs are for the most part unduplicated in the community college figures since these programs are not tabulated as Adult and Continuing Education enrollments. These enrollments are reported in Table VII-3.

TABLE VII-3

ENROLLMENTS IN ADULT VOCATIONAL AND MDTA PROGRAMS
FOR SELECTED YEARS AS REPORTED BY THE
BUREAU OF VOCATIONAL EDUCATION

	1964-65	1967-68	1970-71
Adult Vocational			
Public Schools and Community Colleges	57,695	41,147	45,695
MDTA			
Public Schools, Community Colleges, Proprietary schools and Universities	NA	10,000[a]	5,549

[a] Insufficient information is available on composition of this enrollment to make comparison with 1970-71 data reliable.

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[1] Illinois Junior College Board, Compendium of Enrollment Data and Trends in Illinois Public Junior Colleges 1965-1972 (Springfield, Illinois Community College Board, April, 1973), p. I-10.

The enrollments listed in Table VII-3 for adult vocational courses are all non-credit. Those enrolled in credit vocational courses are counted in the post-secondary enrollments. During the period from 1964-65 to 1970-71 when adult vocational enrollment dropped from 57,695 to 45,695, post-secondary enrollment reported by the Bureau of Vocational Education rose from 2,092 to 62,186. The change from 1970-71 to 1971-72 is even more pronounced. In that period, adult vocational enrollment dropped 18,803 to 27,612 while post-secondary enrollment rose 26,982 to 89,168. Since state reimbursement is $19.00 per hour for vocational enrollment for credit and only $7.50 per hour for non-credit, the reasons for the changes seem clear: community colleges were apparently converting vocational courses from non-credit to credit. It is alleged that this was reported to the ICCB and that the board put pressure on the community colleges to correct this situation. At any rate, the 1973-72 enrollments shifted significantly: adult vocational enrollment rose by 22,864 to 50,476 and post-secondary enrollment dropped 11,371 to 77,797.

The drop in the high school credit enrollment from 1967-68 to 1970-71 as shown in Table VII-4 is attributable to the doubt in 1968-69 as to whether the Illinois income tax law would pass. In the fear that it would be rejected, the appropriation request for 3-1 funds was cut from $1.5 million to $0.5 million. Other appropriation requests were similarly cut. However, when the income tax law was passed and appropriations were restored, the funds for the high school credit program stayed at $0.5 million. The program was curtailed and enrollment dropped from 54,510 to 48,082. This drop was more than regained in 1971-72 when funds were restored and Section 3-1 enrollment rose to 88,691 making the total enrollment 129,414.

TABLE VII-4

ENROLLMENT IN ADULT EDUCATION AS REPORTED BY THE OSPI DIVISION OF ADULT AND CONTINUING EDUCATION

	1964-65	1967-68	1970-71	1971-72
ABE (Title III)	17,000 (est.)	24,070	27,809	28,723
SRS Funded (est.)	4,000	10,000	12,000	12,000
High School Credit (13-38 or 3-1)	0	54,510	48,082	88,691
TOTAL	21,000	88,580	87,891	129,414

In summary then it is clear that there was a large growth of adult education enrollments in both public schools and community colleges from 1964-65 through 1972-73. Since some of these offerings have shifted into different categories to take advantage of higher funding rates one can not ascertain the increase of enrollments in comparable curricula. Since the OSPI enrollment figures report students within community colleges, there were no available figures to indicate whether the enrollments in public school programs were increasing or decreasing. It is also clear that some enrollments are duplicated as some college enrollments are reported by both the OSPI and by the ICCB. What these Illinois data reflect most clearly is the sensitivity of marginal programs to state and federal reimbursement policies as well as the instability of programs which are mostly funded by state and federal funds annually appropriated.

Financing of Adult Education

The growth of publicly supported adult education has been rapid since 1962 and most likely, although no exact figures are available, this growth has been stimulated by the fact that the movement of program sponsorship from the local public school district to the local community college district brought in a higher rate of state reimbursement and greatly reduced the need for tuition income. Typical of the demise of locally self-supporting programs is that of the Chicago public school program which, with the exception of five full-time ABE-GED centers, was transferred to the Chicago City Colleges which received state support in 1973. Another example is the Maine Township high school adult program which was locally financed and had an enrollment of some 15,000. This program is now operated as part of MONACEP and receives state apportionment through the ICCB.

The more generous funding of adult education programs within the community college has been discussed previously. In 1965 student credit hour reimbursement was $11.50. This was raised in 1969 to $15.50 and again in 1973 to $16.50 with a premium of $2.50 per student credit hour for occupational-technical courses. In 1974, reimbursement for credit courses was $18.50 per FTE with a $5.00 incentive for occupational courses. In addition $7.50 per 30 contact hours was initiated for community education courses. This reimbursement is available for any program for which the college is receiving less than fifty per cent funding from outside sources.

In 1970-71 instructional cost per student credit hour was calculated for all four major program areas. The figures reported for instructional cost per student credit hour were:

Baccalaureate oriented	$45.32
Occupationally oriented	58.81
General Studies	49.33
Adult and Continuing Education	45.59
State Average	$48.82

Using these figures to calculate the source of funding of adult education it would appear that for every student credit hour of instruction dependent on apportionment, the local area either had to acquire federal funds or to contribute $30.09 ($45.59-15.50). Although the total unit cost does not appear unreasonable, the amount which would have to be contributed locally seems quite high--at least on the basis of the detailed data obtained in the five local Illinois areas.

Adult and continuing education divisions in these five local areas have low administrative costs (often managing with only one or two professional personnel), utilize part-time teachers paid at a lower salary scale, have limited, if any, counseling services, and in some cases operate in donated or marginal rental facilities. These programs are administered in such a way that the total direct costs incurred do not exceed, and in a number of cases appear to be appreciably lower than, the total revenue they generate from state funds.

Public school adult educators must account for their direct costs either by charging fees or claiming reimbursement. If a public school claims reimbursement for 3-1 programs in addition to fee income, it receives only $3.50 per class instructional 40 minute period. However, if a college offers this same program, the college can claim $3.50 per class period, charge a fee, and, if these monies do not equal one-half the costs of the program, also receive the flat grant apportionment of $15.50 per student credit hour (1970-71). Thus there is a decided financial advantage in financing adult programs in the community college as compared with the public school. Only in fully funded programs such as ABE-SRS programs is there no premium given to either institution. However, it is clear that direct costs for the community college are higher in any program even when the OSPI personnel attempt to keep teacher salaries at the same scale as that received by public school teachers.

The total public support reported for adult and continuing education in Illinois for selected years is shown in Table VII-5.

According to the figures reported in Table VII-5 for 1970-71 the Adult and Continuing Education Division of OSPI administered $10.8 million for remedial and secondary level programs, the Bureau of Vocational Education administered $14.1 million for adult vocational and MDTA programs, and the ICCB administered $2.1 million in the support of adult and continuing education programs in community colleges. This collective amount of $26,980,428 represents a 127 per cent growth in total adult general and vocational education funds; a 417 per cent growth in OSPI funds; and a 518 per cent growth in OSPI and ICCB state funds for general education since 1965.

Apparently federal funds for ABE, combined with federal funds for SRS, stimulated the state of Illinois to provide state funds to educate not only the undereducated but concentrated that education on those most disadvantaged economically. Once the federal

TABLE VII-5

PUBLIC FUNDS REPORTED SPENT IN ADULT AND CONTINUING EDUCATION IN ILLINOIS FOR SELECTED YEARS

	1964-65	1967-68	1970-71
OSPI			
Federal			
PL89-750 (ABE)	--	$ 1,155,000	$ 1,848,667
PL87-543 (SRS)	$ 1,500,000	3,125,000	5,625,000
State			
ABE match	82,316	115,500	340,000
SRS match	500,000	1,375,000	1,875,000
Categorical 3-1	--	924,140	1,079,000
Total OSPI	$ 2,082,316	$ 7,694,640	$10,767,667
Bureau of Vocational Education			
Federal			
Adult Vocational	607,471	716,212	863,697
MDTA	8,822,415	3,526,966	4,361,760
State			
Adult Vocational	385,904	447,621	759,804
MDTA	--	226,185	422,587
Local			
Adult Vocational	--	1,174,421	7,708,650
Total Bureau of Vocational Education	$9,815,790	$ 6,091,405	$14,116,498
ICCB			
State Apportionment	--	400,000	2,096,263[a]
Total Costs	--	no data	6,941,235[b]
Grand Total	$11,898,106		$26,980,428

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[a] 152,248 adult credit hours divided by 2,777,297 total credit hours = 5.1 per cent times $41,925,251 apportionment = $2,096,263 spent by the state on adult courses. Community College Bulletin, ICCB, Vol. VII, No. 7, March, 1973, p. 6.

[b] This figure not included in the grand total.

programs were initiated, state funds also became available for high school credit, GED and Americanization programs.

With an expansion of the program within OSPI from simply administering GED tests in 1962 to administering a wide range program costing some $13 million in 1973, there has been considerable strengthening of the state office and its staff. The thirteen professional and eleven supportive personnel on this staff are generalists dealing with all programs supported by the state office. In 1973 some personnel received some of their support from ABE funds although prior to this time all support allegedly came from state funds.

The state office has been able to mount an extensive in-service program in which 1,762 ABE personnel attended formal training sessions. As a result of educating university personnel to the need for pre-service training, adult education programs at the graduate level have been developed at Northern, Southern, and Eastern Illinois universities; at Illinois State University undergraduate courses in adult education are being offered. The new graduate program in adult education at the University of Illinois has been encouraged by contracts with OSPI to develop curriculum materials and evaluation models for self-study. That office, along with other forces in the state, had a strong voice in influencing the rewriting of the education section in the new state constitution, which has been characterized by some as one of the clearest mandates for free secondary level education for all citizens.

If Illinois appears to be a state in which there have been many positive effects from federal dollars, the state also illustrates the unintended negative consequences of federal funds. Certainly the withdrawal of SRS funds has already damaged the growing but not yet mature delivery system which had been developing over the past ten years. It would appear that the infra-structure required to develop state and local support for adult education needed at least two more years of federal support to become an effective interest group in maintaining a program.

It is clear that the effect of ABE funds was only one of a number of forces working in Illinois to shape the state delivery system. The emergence of the community college system and the fact that the Illinois Junior College Act spelled out the comprehensive nature of that institution have been among the strongest forces for the development of educational services to adults.

The commitment to serve all citizens with public educational services appears to be an idea whose time has come if one analyzes the newly adopted State Constitution. Unfortunately, the almost insatiable demands of a developing institution often cause personnel to make decisions which are not in the long term best interests of either the public or the institution itself. The present legislators appear to be somewhat skeptical as to whether the continuing education of all Illinois citizens is as important as the technical and academic curriculum for some citizens who can take advantage of highly structured programs. The rather loose interpretation of the rules for the use of state apportionment monies by a few institutions has created a negative attitude on the part of some legislators towards adult education as a "frill" endeavor.

An interesting development in Illinois is the unintended effect of financing adult education at two competing institutions from the same state office. There are few formal arrangements for cooperation and coordination of adult education in the state, but it appears that, because two institutions had to go to one office for funds, a number of forces were set up which in the end developed informal mechanisms for cooperation. This, as well as the fact that personnel of different organizations were working together at the operational level, seems to have strengthened the political impact for adult and continuing education.

The decision by the OSPI to fund adult programs even-handedly among institutions appears to have been useful. This decision appears to have been made on pragmatic grounds. That is, it was clear that the more rural school districts did not have the capacity to deliver services to their districts. Therefore, in those rural areas where the community college had a commitment to provide those services OSPI funds went to the community college and resulted in exemplary programs. Secondly, the combining of community college resources with public school resources has allowed the development of full-time day centers which can be administered centrally and yet be decentralized.

The diminution of public school adult education programs, apparently more the result of the inequities of state reimbursement rather than of any effects of federal funds, is regrettable. It is certainly rational to transfer local costs to the state if that is possible. Unfortunately, those districts wealthy enough to develop outstanding public school adult education programs reap unintended benefits from the state's program while the most economically and educationally depressed areas are penalized because the areas do not have the developed leadership and mechanisms to utilize these funds. The completely state-supported community college in the East St. Louis area was an attempt by the legislature to attenuate these discrepancies. However, no special considerations by the state to develop the capacity of the public school for adult education has been forthcoming.

Coordination of Adult Education

The arrangements for governance at the state level set the stage for coordination efforts. Adult education governance is focused in the OSPI where the vocational educational function is also located. These two offices have not historically been closely allied because vocational education had a separate board until 1973.

Since both vocational and adult education are also major functions in the community college one would expect to find some formal coordinative arrangements there. However, not until 1973 have such arrangements been formalized although individuals have developed informal arrangements to mediate mutual concerns.

Because there were no vocational/technical programs in the colleges prior to 1965 and because the legislature took precautions to insure that the established junior colleges could not obtain Class I status without a developed technical/occupational program, the coordination between the vocational education staff and the ICCB staff has been good, with scheduled meetings once a month.[1]

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[1] Interview with Sherwood Dees, Director of Vocational Education in Springfield, Illinois, October 10, 1972.

Until recently no regular informal contacts were maintained by the Adult and Continuing Education Department of OSPI with the ICCB. In 1973 regular meetings were initiated when it was thought that federal funds to the OSPI would be lost.

However, the members of the OSPI staff responsible for adult education have regular contact with community college personnel who receive funds from the OSPI office for adult education. This staff which deals daily with the problems of coordinating adult programs within the public school and the community college have strongly supported the idea of cooperative agreements between the two institutions and discouraged duplication of effort if for no other reason than the scarcity of financial support.

The earliest source of coordination appears to come through the professional associations. Two associations have a long history in Illinois--the Illinois Adult Education Association (IAEA) and the Northern Illinois Round Table of Adult Education. The former association was small until the mid-1960's and had a broadly based membership. The latter association started as a public school adult education association and in the mid-1960's became strongly oriented towards community college personnel.

In 1969 a new association, Public Adult and Continuing Educators Association of Illinois (PACE) was organized to meet the needs of practitioners, especially teachers, now involved in adult education in larger numbers. It was at the meetings of these professional associations that the issues surrounding the conflict of institutional sponsorship were debated.

The Illinois Association of Community and Junior Colleges (IACJC) was an active force in 1965 and lobbied strongly for the creation of the community college system. For three years, 1968 through 1970, the IACJC along with the ICCB jointly sponsored a spring conference bringing community college personnel together. The IACJC was organized around four divisions, i.e., trustees, administrators, faculty, and students.

By 1968 the continuing education college personnel were holding special meetings within the spring conference which especially addressed the concerns of adult education and community services. In 1969 a newly created adult education division within IACJC was formed to address itself to problems of continuing education. Attempts were made at the 1969 conference to coordinate the efforts of continuing education in the community college with the University Extension Committee of State Supported Universities and Colleges. A recommendation to be considered by these two groups was the establishment of area or regional councils of directors of Extension and Continuing Education from two and four-year institutions.

In 1970 two resolutions relating to adult and vocational education were passed by the IACJC.

> Resolution 570-H;
> Whereas, the Public Junior College Act requires junior colleges to offer Adult and Continuing Education programs, and
> Whereas, the control and administration of adult and continuing education continued to remain with the OSPI, and
> Whereas, it is generally accepted that community colleges move more rapidly to assume the major responsibility for adult and continuing education,
> Therefore, be it resolved that the IACJC solicit the cooperation and support of the BHE for realistic funding of adult and continuing education to the State Junior College System.

The second resolution (5-70-I) put the IACJC on record in favor of administration and control of vocational education by the

ICCB and recommended that funding responsibilities also be the direct responsibility of the ICCB for those programs offered in the community college.[1]

It is clear that the IACJC was one forum being established by college adult educators to express their views and to apply pressure on the political system. However, in December, 1972, the IACJC was formally dissolved. First, the presidents of the public junior colleges formed the Illinois Council of Public Junior College Presidents to deal directly with the ICCB and the General Assembly; finally, they withdrew from the Association. The Executive Secretary and his staff were relieved of their duties in 1970 and from that point on the organization had no consistent leadership.[2] As yet no specific professional association for Deans and Directors of Continuing Education has developed; for the most part, these persons have associated themselves with the more broadly based organizations of PACE and IAEA.

In 1973 with the changes brought about by the new state constitution it appears that some form of coordination will be imposed on the education of adults which falls in the elementary and secondary content range. The plan for coordination suggested by the Task Force on Adult and Continuing Education requires coordinative mechanisms at both the state level and in the community college districts, which now cover all territories in the state.

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[1] Proceedings Fifth Annual Illinois Junior College Conference (Springfield: Illinois Community College Board, May 7-9, 1970), pp. 150, 151.

[2] Community College Bulletin: A Publication of the Illinois Junior College Board, Volume VII, No. 8, April, 1973, p. 6.

The coordinating councils suggested by the task force are required to include both public school and community college representatives and also lay representatives. Formal assessment and review processes would be required annually to allow for readjustments within the system as dictated by local requirements. To date there has been no implementation of this report.

Cooperative Agreements

The law provides for cooperative agreements between public school and community college districts and in 1972-73 there were six formal cooperative agreements and about twice as many cooperative arrangements operating within the state.[1] These efforts at cooperation vary from informal agreements to the most formalized structure, MONACEP, in which a legal entity was created to serve two high school districts and one community college district.

Since cooperative agreements are locally initiated and voluntary, the arrangements depend on the good will of the persons involved. In some cases cooperative agreements break down either openly or covertly. In one such agreement, the public school administrator withdrew because the college administrator insisted on a 15-person minimum to establish a class. The public school district went ahead with the class and applied for reimbursement which the OSPI was obligated to honor. In another case the cooperative agreement allotted the central city area to the school district while the college served the rather large area around the city. The college eventually began to develop classes in the central city as well and the public school adult educator had no formal recourse to protest this action.

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[1] Interview with Clark Esarey, Director of Adult Education, OSPI, in Springfield, Illinois, on October 10, 1972.

Perhaps the greatest effort at coordination occurred in 1973-74 with the withdrawal of the SRS funds. In order to protect the delivery systems of both institutions within the state, arrangements were made between the two state offices and with the governor to attempt to find funds to support the program and at the same time impose efficiency standards on the available funds to spread the effects throughout both systems. Out of this initial cooperation has developed a monthly joint staff meeting attended by representatives of DVR, DVTE, BHE, OSPI, and ICCB. Adult education is one of the subjects discussed.

Summary

There have been few formal mechanisms for coordination of adult education throughout the state but it is clear that these mechanisms are developing. The Adult and Continuing Education Council established by the Illinois Adult Education Act of 1967 has never become operational and is said to have met only a few times in its early history.

Cooperative agreements are being encouraged and legislative lobbies of the professional associations have done much to help the adult education administrators of both institutions to work together. The MONACEP organization appears to be a unique model for a cooperative enterprise in adult education but because of its newness it has not yet been tested for viability.

Though there is both a University Extension Committee and a Community Services and Continuing Education Council attached to the BHE the perspective of these groups is limited to the coordination of senior and junior institutions within the higher education system. The latter council made recommendations to the Master Plan--Phase Three that

> statewide coordination of social programming [a word coined by the committee for a concept of community service which permeates the academic program with social relevance] and continuing education must be strengthened. This can best be achieved through the designation of the BHE as the coordinating agency empowered with responsibility for both planning and program development in these fields.[1]

The Council further recommended that "community colleges should assume primary responsibility for the delivery of services to the State's individual geographic communities."[2]

These recommendations were reflected in the Master Plan-Phase Three report.[3] However, no specific steps have been taken to implement these recommendations. The issues here are those which relate to the extension and public service function of the universities and the continuing education and community service functions of the college rather than those dealing with adult education at the secondary level.

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[1] Community Services and Continuing Education: Master Plan-Phase III (Springfield: State of Illinois Board of Higher Education, July, 1970), p. 14.

[2] Ibid., p. 15.

[3] A Master Plan for Higher Education in Illinois (Springfield: The Illinois Board of Higher Education, May, 1971).

Adult Education in Five Illinois Communities

There is a wide range of types of communities within the state of Illinois from the city of Chicago and its highly urbanized, affluent satellites to the large, sparsely populated rural regions in the southern part of the state. The sample in this study included no example of a suburban highly urbanized area in the northeast sector of the state. Joliet, which lies approximately sixty miles south of Chicago, is the example closest to such communities. The Maine-Oakton-Niles community with its MONACEP program typifies one of these affluent suburbs. However, this community was examined because of the atypical nature of its Cooperative Joint Agreement--it is not a community which participates in the federal ABE program and was not included in the original sample.

Only one of the communities studied, Springfield, offers an example of a strong, unchallenged public school adult education program. Clearly, the more generous funding of adult education in Illinois through the community college has weakened many of the programs which existed in the public schools in 1965. It appears that within the sample studied the communities could be arranged on a continuum in terms of the present sponsorship of adult programs and the extent to which programs have shifted from the public schools to the community college. On one side of this continuum is a community where adult education was minimal until the advent of the community college and where the public schools are now in a working partnership with the college in providing adult education. On the other end of the continuum is the community where the public school continues to have a healthy adult program and has maintained its independence from the community college which is developing its own adult program.

In an analysis of the Illinois communities the most obvious question is why any community should maintain an adult program in its public schools when, with no obvious change in program, it could transfer much of the local costs to the state by placing these programs in the college. There was no compelling evidence that any of the communities who did move their programs to the college attempted to take the more generous community college funding and reinvest these funds into improving the adult program. It should also be made clear that though community college funding policies are more generous than those obtained in the public schools, this generosity is relative and appears generous only in comparison with the transitory and inadequate funding available to the Illinois public schools.

The five communities studied were placed in rank order on the continuum suggested and then an attempt was made to analyze why a community fell where it did on the continuum.

Olney is a community in the southern part of Illinois which is economically and educationally poor. No adult education, outside of some efforts by vocational teachers, had ever been available in this community until the passage of the Illinois Junior College Act of 1965. The Illinois Eastern Community College in partnership with its over twenty high school and unit districts is now bringing a broadly based program to its adult citizens. This community typifies many such communities in Illinois without an adult education program because the common school districts could not afford to offer the program. Olney is fortunate in that its community college has an administration which is committed to the comprehensive purpose of the college and does provide a program for adults. According to the state office some colleges in similar areas have no such commitment and in these communities the existence of the community colleges does not mean that an effort will be made to meet the educational needs of adults.

Danville, an equalization junior college district like Olney, had managed to develop an adult program along with a junior college prior to 1965. When the college became a separate legal entity, all adult education went to the college because of the severe financial strains on the Danville public schools which were facing bankruptcy. At no time has the public schools contested the administration of adult programs by the college. The college provides a broad program of adult education but the program for those adults needing remedial education relies almost entirely on federal funds for financial support. Accordingly, with proposed federal cutbacks especially in the SRS program, the Danville Junior College remedial adult program suffered severe dysjuncture. Danville Junior College is not taxing its local district at maximum allowable rates and it remains to be seen what local commitment there is to undereducated adults in public assistance if sufficient federal funds are not available to pay for the program. Until 1972 public schools received rent for the use of their facilities.

Joliet, a high assessed valuation junior college district in Illinois appears to have limited local support for its junior college in that its local taxing rate is among the lowest in the state. Prior to 1965, the Joliet Township District was able to develop and sustain a junior college and an adult program administered in part by the college and by the high school. When the college separated, it was agreed that the college would serve the larger district with Joliet Township High School serving Joliet proper in terms of adult programming. However, the college had started competitive programs in Joliet by 1971-72 and in 1973-74 sponsorship of some public school programs were moved administratively to the college to take advantage of the college's higher state reimbursement. Under the joint cooperative agreement now in effect, there is little evidence, if any, of any change at all in teacher's pay, staff, curriculum, geographical spread or outreach due to the increased financial resources. Rather, the high school and the college have both increased the balance remaining in their adult programming budgets after direct costs are paid. The junior college because of its access to state funds would appear to be in control although the public school has maintained a separate adult program since the separation of the college from the public school.

MONACEP is an example of a community where two large high school adult programs have given up their separate identities to take advantage of the community college state reimbursement. However, the situation differs from that in Joliet in that administrative control still remains within the public school districts. Thus by creating a legal entity, apart from the college and the public school, MONACEP demonstrates a more nearly equal institutional partnership than other joint cooperative agreements, in which the college partner usually holds most of the decision-making power.

Springfield was the one community in the sample studied in which the public school district was maintaining its independent sponsorship despite the adversity of funding and the availability of a community college with which an alliance could be made to receive more regular funding. It is not obvious why the Springfield adult program remains in the public school, but there are a number of such situations in other communities in the state. In the Springfield area, Lincoln Land College developed adult programs within the area it serves - an area of over twenty less urbanized high school or unit districts. However, in Springfield the ABE, secondary and vocational programs belong to the public school.

In attempting to analyze why such a variety of arrangements for the delivery of adult education programs exist in Illinois when the public policies on funding adult education programs clearly favor the community college over the public school, a number of variables were considered as possible factors. It is suggested that the interaction of these variables may mediate the speed of the transfer and possibly the qualitatively different final institutional arrangements.

To aid discussion of these variables, data comparing the five communities are presented in Table VII-6. In this table one can study the differences among the five communities which are thought to mediate the speed of the movement of adult programs from the public schools to the community college.

The concentration of the population and its related variable, the wealth of the district appear to be important influences on adult

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TABLE VII-6

COMPARISON OF FIVE ILLINOIS COMMUNITIES ON SELECTED VARIABLES

Name of College	No. of High School & Unit Districts in J.C. District	Adult Program Sponsorship	Year College Organized	Year College Began Operating as Class 1 District	Population of Jr. Col. District 7/1/74	Equalized Assessed Valuation of Jr. Col. District (Millions) 7/1/74	State Apportionment Claims 1972-73 (Thousands)	Assessed Valuation Per Capita (1970) (Dollars)	J.C. Dist. Tax rate (per $100) (Cents)
Danville Jr. College	8	College	1946	1966	84,000	442.8[a]	758.5	3,124	17.5
Joliet Jr. College	13	College & Public School	1901	1967	245,000	1,379.8	1,524.6	4,569	12.5[b]
Lincoln Land Comm. Coll. (Springfield Community)	24	Public School & College	1967	1968	218,000	1,070.4	1,233.8	4,484	15.4
Illinois Eastern Comm. Colleges (Olney Central Campus)	20	College	1962 (Olney Central)	1968	108,000	427.0[a]	1,169.2	3,498	25.0[b]
Oakton Community Coll. (Maine-Niles Community)	2	Consortium	1969	1970	263,000	1,584.8	1,207.1	5,222	20.0

[a] Districts in equalization.

[b] Maximum Authorized Rate.

education sponsorship. Prior to 1965 when state and federal funding became available, the size of the adult education programs was related to the factors of urbanization and affluence. Maine and Niles had large locally supported adult programs. Springfield, Joliet, and Danville had modest programs and Olney had little adult programming. Within Joliet and Danville the urbanization and affluence factors appeared to be mediated by the fact that a junior college had been organized in both districts. Thus Danville, even with a low assessed valuation of its eight public school districts, was able to take advantage of the forward movement initiated by the investment of the University of Illinois in a two-year extension campus, to develop a junior college. However, in 1966 the school district was in such economic difficulties that it would appear doubtful that without the new state assistance through the Illinois Junior College Act, the Danville Junior College or its adult program could have survived.

The Joliet public school district was sufficiently urbanized and affluent to have established the first public junior college in the United States and the only one of numerous two-year extensions of the public schools organized by William Rainey Harper at the turn of the century which survived. The development of a junior college from local funds prior to 1965 therefore seems to be another influence affecting the sponsorship of adult education.

If a public school district had been able to develop a junior college prior to the Illinois Junior College Act, this community also appeared to be one which was committed to providing education for its adult citizenry as well. Adult programs had been organized within the public schools in Danville, Joliet, and Maine Township. In the 1930's a junior college had been developed in Maine Township High School but it had been terminated during World War II. In Olney, the predisposition to serve adults was latent in the community but the school districts were too poor to develop an adult program. Thus when the college was able to take advantage of state funding it developed an adult program in concert with the public schools.

When, however, the high school district had a minimal margin of prosperity, it encouraged the adult program to move with the college at the time of separation (Danville). If the high school was in a moderately affluent community it divided the sponsorship of the adult program with the college (Joliet).

In the Oakton community, on the other hand, when the college was terminated, the public schools served the affluent community with well organized, growing programs and through these programs developed strong leadership in the field of adult education. Therefore when a new college district which was limited to the two school districts was formed, the leadership within the public schools was able not only to obtain community college funding for adult education but also, at least in the short run, to maintain equal administrative control.

Another factor affecting the sponsorship of adult education appears to be the size of the district. If a junior college district covers a large geographic area and many school districts, it seems that where there is no concentrated urban population, only the college has the resources to bring adult education to the district. The Illinois Eastern Community College district is typical of this situation. In large areas where a more urbanized school district exists, movement from the public schools to the colleges appears to be slowed. Thus, in Joliet the public school program still exists even though the Joliet college is moving in on the territory assigned to the public school. In Springfield the public school program continues to exist independently. One reason for this may be that there is an obvious territorial division which the college would find difficult to deny. In other words, where there are numerous smaller, poorer areas without adult programs the college is somewhat obligated to develop programs in outlying areas rather than simply to acquire well developed programs already existing through the public schools in the more urbanized areas.

No such limitations on the college occurs in a two-high school district such as the Oakton Community College covers. This fact obviously puts pressure on strong public school programs to deal quickly with the new college which is not only obligated by law to provide adult programming but also has state resources to do so.

The commitment of the public within a given community college district to tax themselves to support their college also appears to be a factor in the desire of the college to generate low cost adult programs to increase state apportionment. Logically one cannot but be impressed that the poorest college district of the five studied has the highest tax rate and even with equalization has difficulty in maintaining its college. In addition this district showed the greatest collaboration of both public schools and community colleges in providing programs for adults on the basis of the general public rather than institutional interests. In 1972-73 the Illinois Eastern Community College District was one of two districts in the state which was not charging tuition to its students.

Joliet Junior College District had one half the tax rage of the Illinois Eastern Community College District and interestingly enough this was the maximum authorized rate. This area, though more urbanized and more affluent, appeared to be able to keep its local contribution low yet claim the highest gross amount in state apportionment of the five colleges analyzed. Oakton Community College showed surprising growth in its apportionment claims after two years of operation. In 1972-73, enrollment in the adult program totaled 21,335 students. For the most part this represented students from the public school programs of Niles and Maine Township which together in 1970-71 numbered 18,955 and required no state apportionment. Accordingly one sees the paradox of the wealthiest community college district in the state able to lower student tuition, dispense with local tax dollar support, and end the fiscal year with $94,922 of income over expenditures.

In summary then there is a sustained trend in Illinois for public school adult programs to move to the community college. In only one community studied (Olney) did the College and the public schools appear to be working in a coordinated effort for adult citizens in the long term public interest. Another community, Danville, also showed coordinative efforts between colleges and public schools but in this college district remedial education was almost entirely dependent on federal support and separated administratively from other adult education programs. The public schools in the Danville junior college district were not actively involved in adult education and also charged rent to the college for the use of their facilities.

In two communities short range institutional interests appeared to dominate the sponsorship of adult programs. Depending on the strength of the public school programs, both institutions gained economic advantages through Joint Cooperative Agreements, in which cooperation appeared limited to obtaining more money. There appeared to be no obvious new commitments to expand or improve existing adult programs when state reimbursement brought more financial backing to the community.

Conclusions

Illinois is a state in which public policy towards the financial support of adult education emerged in the early sixties. Clearly federal funds have had an impact on the state support of adult education within the public schools. The philosophical commitment to adult education in the state community college system probably emerged as a part of a national development of the specific objectives of the community colleges. That is to say that by 1965 the rapid growth of the two-year college, after sixty-four years of quiet development as grades 13 and 14, was forcing the public as well as professionals to think more broadly as to the focus of this new institution. Thus the Illinois system was able to build into its initial legislation a broad philosophical concept for the state community college system.

The state system of community colleges has done a remarkable job in attempting to develop broadly based programs in a system that expanded so rapidly and which is not yet ten years old. Unfortunately, the broad legislative mandate to provide adult and continuing education seems to have been narrowed in many colleges within the system. This limitation seems to have occurred because of severe financial and personnel demands placed upon a rapidly expanding system which over time was operating in an economic and historical situation in which competing demands for limited resources became increasingly acute.

It does appear that the impetus to state financing and supervision of adult education which was stimulated by federal funds stimulated the public school system of adult education to expand. Strong public schools programs and community college programs constitute viable delivery systems which may be utilized in implementing the new state constitution regarding the education of adults.

The Task Force which was asked to make recommendations regarding the new state constitution has clearly recommended that the focus of legislation should be (1) on a wide variety of institutional sponsorship, (2) based on local design and control, and (3) flexibly coordinated as a system with an evenhanded distribution of categorical state funds to support the enterprise.

The Task Force report goes beyond the cooperative principles which is the current state policy regarding the community college and the public school in the area of adult education. Cooperation is being replaced by the concept of coordination, at the same time that the requirements imposed by the wide diversity of local areas are also met. Insuring equitable funding arrangements among institutions while at the same time allowing free access to all institutions which wish to be involved appears to be an important factor in insuring quality programming for adults. The fact that the Task Force suggested full state funding protected by a categorical status suggests that at least in the experience of those making up the Task Force there was less danger in the state legislature to cut funds than there was in the local institutional capacity to skim off funds intended for adults to some other purpose.

On the other hand the highly rational idea of maximizing local institutional capacities to deliver educational opportunities to all of its citizens may be an idea ahead of its time. However, it does appear that in Illinois there is an opportunity for this state to take the lead in developing a more sophisticated approach to the complex problem of adult education than was found in any other state plan studied to date.

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CHAPTER VIII

TEXAS CASE STUDY

Introduction

Over eleven million people were counted in Texas in the 1970 census which moved Texas from sixth to fourth place in the ranking of states by size of population. Although Texas and Illinois have about the same population size, the density of persons per square mile is 199 in Illinois as compared with 43 in Texas. Despite this low population density, Texas is considered by the 1970 census to be eighty per cent urban with fifty-five per cent of its 2.7 million public school children attending school in four per cent of its 1,147 school districts in 1970-71.[1]

The urbanization of Texas has been recent and rapid. Only thirty years ago the urban population accounted for 45 per cent of the total population. This shift in population has occurred not only because the rural population has moved to the city, but also because of in-migration to the state caused by the development of highly technical industries.[2] The economy, once characterized by farming and the oil industry, is now manufacturing and service-oriented. Thirty per cent of the work force is employed in manufacturing, clerical and sales jobs, while a comparable number are employed as craftsmen and technicians. Notwithstanding these figures, Texas led the nation in 1964 in terms of numbers of farms

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[1] Biennial Report, Texas Education Agency: Years of Transition 1970-72 (Austin: Texas Education Agency, n.d.), p. 13.

[2] Urban Texas Tomorrow (Arlington: Institute of Urban Studies, The University of Texas, 1970).

(141.7 million) and ranked third among states in terms of value of farm products sold ($2.2 billion).

Texas is comprised of 254 counties and, though consolidation of the over 5,000 school districts operating in 1948 has increased markedly since 1949, when the Gilmer-Ailgin laws established the Minimum Foundation School Program, there were still 78 of the 1,147 districts in 1971 with 49 or fewer people.[1]

The educational enterprise is coordinated by two major boards: the State Board of Education and the Coordinating Board, Texas College and University System. The elected 24 member State Board of Education appoints a Commissioner of Education who heads the Texas Education Agency (TEA), which was designed to "have great discretionary powers and to be a professional agency above politics."[2] The TEA is responsible for public elementary, secondary, and vocational education, the latter including both secondary and post-secondary. Adult and continuing education is found within the vocational section of the agency. The Coordinating Board, created in 1965, consisting of 18 appointed members, exercises coordination in 1972 over 44 public junior and 22 public senior colleges, public universities and university systems, including the University of Texas (seven campuses), and the Texas A & M University system, as well as one public technical institute with four campuses.

The educational system is complex and serves a very diverse population. According to the 1970 census, the population is 13 per

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[1] Biennial Report, Texas Education Agency: Commitment to Education 1968-1970 (Austin: Texas Education Agency, n.d.), p. 10.

[2] Joel S. Berke and Michael W. Kirst, Federal Aid to Education (Lexington, Mass.: Lexington Books, 1972), p. 242.

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cent black while public school figures indicate that 22 per cent of all students are Mexican-Americans. Eighteen per cent of the population was classified as being below the poverty line in 1969, having decreased from the 32 per cent recorded in 1959. Texas ranked thirtieth among states in average personal income. Almost 3.5 million Texans have less than a high school education, with 1.5 million adults over 25 without an eighth grade education, and 180,000 persons 14 years or older who have not had any schooling.

The state of Texas is an example of a state in which the combination of a number of factors important to this study can be observed. The state has a highly diverse population with high needs for remedial adult programs. The state is characterized by its size (267,000 square miles), yet its population is concentrated in seven SMSA's. The ideas of independence and local autonomy form a strong ethos in this state, at a time when categorical federal funding of education has made heavy particularistic demands. Compounding the problems of size, diversity, urbanization, and a strong ethos of local autonomy, Texas had had no state funding until 1973 of adult education within the public schools; rather, any public school adult education has occurred through local efforts or through volunteer literacy programs of which notable efforts characterize this state.

Historical Development

State supported general adult education is a recent phenomenon in Texas, with available support being limited to adult vocational programs. Although there have been programs in general adult education in some schools, these programs were supported by fees in combination with local tax funds. A survey of all school districts in 1971 indicated that only 38 districts of those responding had an adult program.

Although during the depression federal funds had stimulated some public schools to offer adult programs, no permanent system of adult education programs developed Adult education in Texas remained essentially with the voluntary agencies until Civil Defense monies became available in 1959.

One major effort which was most active in Texas was the voluntary literacy programs that developed to fill the void created by the absence of publicly supported remedial programs. The first statewide literacy council was established in Texas in 1959, just two years after Baylor University had established its Literacy Center. The Literacy Center program for training foreign and American literacy specialists had five emphases: (1) basic literacy studies, (2) introduction to linguistics, (3) teaching English as a foreign language, (4) writing for new literates and (5) senior literacy studies.[1] The Texas Literacy Council defined itself as "an organization of interested citizens who seek to find and teach illiterates and semi-literates to read and write so that they may take their rightful places as adult literacy [sic] citizens of the state."[2]

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[1] Richard Cortright, "The First University Literacy Center," School and Society, 89, No. 2192 (April 21, 1961), p. 207.

[2] Richard Cortright quoted by John Stauffer, "Illiteracy in the United States: The Move to Voluntarism," Literacy Discussions, Volume IV, No. 3, September, 1973, p. 256.

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This voluntary literacy movement along with adult education within churches and the YMCA comprised the major institutions responsible for adult education in Texas in 1964, even though public community colleges were coming into existence by 1920. The role of junior colleges in Texas, prior to the sixties, was seen almost exclusively as preparing youth for academic transfer to senior colleges.

Development of the Community College

The development of the first permanent public junior college occurred in 1922 when the Wichita Falls Independent School District (ISD) formed Hardin College. By 1961, Hardin College had moved out from under the public school jurisdiction to become a four-year institution, a pattern not dissimilar to a number of early junior colleges in Texas.[1] Predating the development of Hardin College there had been several church-related junior colleges organized, the first in 1898, as well as some two-year teacher training institutions developed and supported by the state. Again, all these two-year state institutions developed over the years into four-year institutions.

Until 1929 colleges had no legal sanction but in this year, the legislature approved the junior college as a separate institution with permission to have its own board of regents. The provisions of this validating act also specified that districts could be formed on either union school district, county, or multi-county lines. In 1929 junior college districts were given taxing authority and since all districts were coterminous with Independent School Districts, this authority, in effect, was a surtax on existing tax rates. In 1929, there were 17 public junior colleges which, by 1940, had grown in number to 22.[1]

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[1] Kathleen Bland Smith, "Texas at the Crossroads," Junior Colleges: 50 States/50 Years (Washington: American Association of Junior Colleges, 1969), p. 140.

Not until 1941 was there any state aid for the support of junior colleges. In that year $50 was approved for every full-time student enrolled in the fall. Administrative supervision of these funds brought the colleges under the TEA. By 1948 there were 33 junior colleges operating and state aid had been increased to $100 per student. The pattern of growth for the junior colleges is shown in Table VIII-1.

TABLE VIII-1

GROWTH OF PUBLIC JUNIOR COLLEGES IN TEXAS[a]

Year	Number of Districts	Number of Campuses	Number of Fall Enrollments	Amount of State Support per FTE
1920	--	1	no data	0
1929	--	17	no data	0
1941	--	22	6,498	$ 50
1948	--	33	8,822	$100
1952	--	32	11,931	
1965	31	33	52,462	$243
1966	33	35		
1968	40	42	86,913	$475 for first 350 $410 for all others
1969	40	43	96,524	
1970	40	45	108,023	
1971	43	48	120,782	
1972	44	50	133,555	$625
1973	47	52	186,135	$640

[a] Data obtained from L. R. de la Garza, Program Associate, Coordinating Board.

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[1] Interview with Raymond M. Hawkins, Director, Community College Programs, Coordinating Board, Texas College and University System, in Austin, Texas, on January 15, 1973.

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The interesting pattern to note in the growth of community colleges in Texas is that until 1965 colleges developed out of ISD's matured, and tended to become senior institutions. In 1965, state authorities indicated that no other junior colleges would be permitted to become senior institutions, but, instead, the junior colleges should fulfill their functions in the area of technical training and in providing adult education.[1] Accordingly, more colleges were organized and developed than appear in the table since newly developed colleges replaced those colleges which had become senior institutions.

Between 1950 and 1965, the community college movement in Texas struck a plateau. There was strong resistance by voters to financing community colleges. A report of the TEA in 1961 indicated that of the 32 colleges operating, 13 were county junior colleges with their own Board of Regents; 16 were independent junior college districts of which 11 had their own exclusive governing boards and five had boards which served both the college and the public school; and the other three were directly under the public school board of which they were a part. Twenty-nine of these institutions had their own president while in three of the colleges the Superintendent was also the chief administrative officer of the college as well as the public schools.[2]

In 1955, a coordinating body called the Texas Commission on Higher Education was created by the legislature, but the administratio of junior colleges remained with TEA. Apparently there was divided feeling as to how much power a coordinating agency should have and since the commission exercised little coercive power and tended to spend its energies and resources in planning and rationalizing the system of colleges and universities, pressures began to build for a stronger more forceful coordinating mechanism. Another emergent issue was the governance of the junior colleges, i.e., many felt the junior colleges were more appropriately a part of higher education.[1]

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[1] Smith, op. cit., p. 140.

[2] M. M. Chambers, Higher Education in the Fifty States (Danville, Illinois: The Interstate Printers & Publishers, Inc., 1970), p. 360.

Accordingly, in 1964 Governor John Connally created a Committee on Education beyond the High School which urged the establishment of a new Coordinating Board for Education beyond the High School which would have greater resources for effecting necessary coordination.[2] On the basis of this report the Coordinating Board, Texas College and University System, was legislatively created with responsibility for the state's post-secondary system of education with the exception of vocational-technical programs in these institutions.

The Coordinating Board staff, which reports directly to the Commissioner of Higher Education, has five operational divisions: Administration; Financial Planning; Facilities Planning and Federal Programs; Program Development; and Student Services. Under the Division of Program Development are three program areas: Community College Programs, Baccalaureate Programs, and Graduate and Professional Programs.

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[1] Ibid., p. 365.

[2] Education: Texas' Resource for Tomorrow (Austin: Governor's Office, 1964).

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The TEA is responsible for elementary and secondary education, and all vocational, both secondary and post-secondary, education. An Adult and Continuing Education Division is also located within the TEA. In order to accommodate post-secondary systems of institutions,there is also within TEA a Division of Post-Secondary Occupational-Technical Programs.

One of the effects of transferring the junior colleges to the Coordinating Board was the strengthening of the vocational-technical programs within the community college system. The basic role of the community junior college was spelled out by the Coordinating Board. These functions were,until 1973: (1) the transfer function, (2) the technical-occupational programs, and (3) the continuing education, cultural and public service programs. An added precaution stated that, "The community junior college must take precautionary measures to prevent development of any academic-occupational dichotomy."[1]

The first funding of technical occupational programs occurred in the 1963-65 biennium with $912,000 from the National Defense Education Act at which time marginal technical-occupational programs were organized in 22 colleges.[2] In 1969, there were 96,500 students enrolled with 10.3 per cent of the credit hour enrollments in the vocational-technical area. Three senior colleges and the Texas State Technical Institute (TSTI) which has four campuses, also offer post-secondary offerings in this area.

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[1] "The Development of Community Junior colleges in Texas" (Austin: The Coordinating Board, Texas College and University System, 1968), pp. 1-2.

[2] Smith, op. cit.

Morsch suggests that in 1970 the junior colleges regarded TSTI as a threat to their comprehensive programs. If this were so, it may have been attributed to the small part that the junior colleges had played in technical education prior to 1963, for only after 1965 did the idea of a comprehensive college program become explicit within that system.

Development of Adult Education

With the advent of federal ABE funds, public financing of adult general education was expanded in Texas, but still limited to federal and local funds. Prior to 1964, the Civil Defense programs had brought about the establishment of a Division of Adult and Continuing Education with a staff of three persons. MDTA and veterans' programs were administered elsewhere. Enough of a delivery system within the public schools had been established so that funds for ABE were utilized during the first year of the funding for three programs. In 1966, the state staff included five persons, two supported by ABE funds and three with Civil Defense monies. In 1968, there was a reorganization within TEA and all federal adult categorical programs were consolidated, i.e., ABE, Civil Defense, MDTA, and veterans' education were brought together in one unit.

A particular problem hindering development of comprehensive programs in the ISD's was the lack of state monies for adult education. Accordingly, with ABE funds limited to use for students reading below the eighth grade level, once students had gained that proficiency, no way to provide high school or GED training existed. In some cases local programs, which were required to provide the ten per cent match for federal funds, were able to obtain OEO or

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Model Cities funding to develop GED programs. But characteristically across the state the problem of articulation of programs was hampered because of a lack of funding for high school level programs.

In 1969, with the apparent goal of strengthening adult education throughout the state and to obtain state funds for support of a comprehensive program, the TEA office for adult education was reorganized and strengthened. The former Division of Special Adult Programs was renamed the Division of Adult and Continuing Education (ACE) and the four categorically funded programs administered by that division were reorganized functionally, i.e., Civil Defense (1959), MDTA (1962), ABE (1965) and WIN (1964). Veterans approved education was also a function of the unit, having been so since World War II.[1]

Personnel, formerly with a highly specific function tied to the source of funds for a categorically funded program, were now made generalists in adult education. On the operational level, personnel were in a Technical Assistance or Program Planning and Approval unit. The former unit was located in the field to assist local persons with development and coordination of programs while the latter group was responsible for planning, support services and evaluation of programs. (Figure 1 represents a diagram of the various departments of the state educational system in 1972-73.)

Of high priority in this reorganization was the bringing together of total resources to effect total planning and to propose legislation to obtain funds to effect such a plan. Legislation was

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[1] "Functional Organization Description for the Division of Adult and Continuing Education, 1969-70, TEA, n.d. (mimeo).

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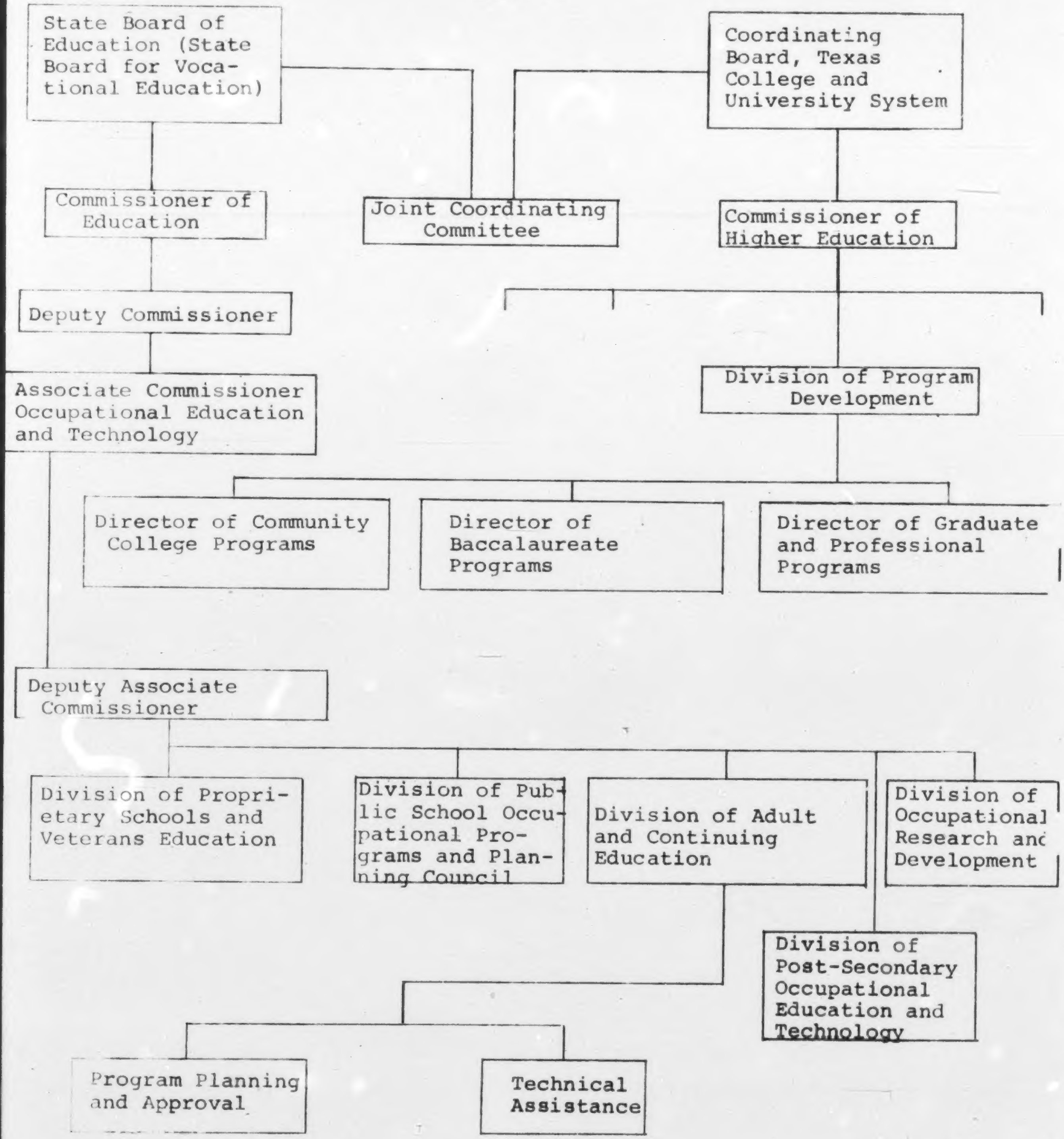
FIGURE VIII-1

GOVERNANCE OF PUBLIC SCHOOLS AND COMMUNITY COLLEGES IN TEXAS WITH SPECIAL REFERENCE TO ADULT EDUCATION, 1972-73


State Board of Education (State Board for Vocational Education)
Coordinating Board, Texas College and University System
Commissioner of Education
Joint Coordinating Committee
Commissioner of Higher Education
Deputy Commissioner
Associate Commissioner Occupational Education and Technology
Division of Program Development
Director of Community College Programs
Director of Baccalaureate Programs
Director of Graduate and Professional Programs
Deputy Associate Commissioner
Division of Proprietary Schools and Veterans Education
Division of Public School Occupational Programs and Planning Council
Division of Adult and Continuing Education
Division of Occupational Research anc Development
Division of Post-Secondary Occupational Education and Technology
Program Planning and Approval
Technical Assistance

introduced in 1970-71, 1971-72, and in 1972-73 for for a $10.2 million biennial appropriation to support a coordinated approach to the development of a comprehensive plan for adult and continuing education. In 1973-74 this legislation (HB 147) was passed and $4.1 million for program was appropriated for its implementation during the next two years. Within HB 147, eligible institutions to provide secondary education to adults were defined as public school districts, public junior colleges, public collges and universities.

In this legislation, the TEA was mandated to do two things: (1) administer state funds earmarked for adult secondary education, and (2) design and administer a statewide system for meeting the needs of undereducated adults. This landmark legislation for adult education was not the only accomplishment of the 63rd Texas Legislature for adult education. Bills strengthening the adult education programs within the junior colleges were also enacted (SB 356, 357 and 358).

Although in 1968 the Coordinating Board had issued policies regarding the comprehensive nature of the community junior college, encouraging the colleges to accept the responsibility for technical-occupational programs and for continuing education, development in these areas had been uneven within the system. Firstly, technical-occupational programs were funded through the TEA on a clock hour basis, while funding for academic transfer programs was by FTE and allegedly more generous. Secondly, no state funds were available for continuing education programs unless those programs were in the

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[1] Interview with Bob Allen, Director, ACE, TEA, in Austin, Texas, on January 16, 1973, and with Elwin Williams, Consultant, TEA, in Dallas, Texas, on October 29, 1973.

vocational-technical field. Some colleges which were in high assessed valuation districts had demonstrated their ability to provide a comprehensive program including adult remedial and vocational programs through the use of local and federal funds.

In 1970-71, the Coordinating Board's Community College Division staff personnel took the leadership in first obtaining a grant from the OEO and subsequently from a private foundation to finance a Compensatory Education Project. Following seven months of data collection and analysis, a report with recommendations for policy implementation and legislative changes was proposed.[1]

On the basis of this report and an additional study of its own the Texas Senate Interim Committee on Public Junior Colleges made 13 recommendations which were presented to the 63rd Legislature. Three bills were enacted in the area of compensatory education in community junior colleges and, although additional funding was authorized, no special funds were appropriated to implement them.

These bills were:

SB 358 prescribed the purposes of the community junior college none of which previously had been explicated in the law but rather by policy of the Coordinating Board. Seven purposes were listed: (1) technical two-year programs leading to an associate degree or certificate; (2) vocational programs leading to employment in semi-skilled or skilled occupations; (3) lower-division courses in the arts and sciences; (4) continuing adult education programs for occupational or cultural upgrading; (5) compensatory education

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[1] Reaching for the Ideal: Recommendations for Texas Community Junior Colleges and Recommendations for State Action (Austin: Coordinating Board, Texas College and University System, April, 1971).

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programs to fulfill the commitment of the open door policy; (6) a program of counseling and guidance; and (7) such other programs as prescribed by the Coordinating Board or local governing boards.

SB 356 provided specifically the legislative sanction for public community junior colleges to develop educational programs which accommodate and compensate for students with educational deficiencies and further provided criteria which had to be met to develop such compensatory programs.

SB 357 provided that teacher training programs for community junior college teachers should be planned and implemented to equip teachers to deal effectively with students who differ from the traditional student because of educational preparation, economic or social background or because of culture. The bill also called on the Coordinating Board to coordinate these efforts and that funds be appropriated for implementing the program, although none were appropriated in 1973.

Thus, in 1973-74, attention to the role of both the ISD and the community college in adult education was finalized by legislation and appropriations were made for the first time for state funds to support general education of adults at the secondary level.

Growth of Adult Education

The data which are available on enrollments in adult education are shown in Table VIII-2. These figures only reflect those programs supervised by the TEA and which are publically funded. No adult enrollments are available from the community college since mature adults enrolled in post secondary education are not differentiated from college age students.

TABLE VIII-2

GROWTH IN ENROLLMENT IN ADULT AND CONTINUING EDUCATION PROGRAMS AS REPORTED TO THE TEA

	1964-65	1967-68	1970-71
ABE	57,137[a]	44,772	57,439
Adult Migrant Education	0	3,312	missing data
Civil Defense	15,500[b]	21,782	45,000
Vocational Education	282,045[b]	236,200	237,648
MDTA	6,004[b]	12,723	19,047
Work Incentive Program	0	0	2,082
Veteran's Education			35,000[b]
Dept. of Corrections			5,855
SUBTOTAL[c]	303,549	318,989	402,071

[a] Figure for 1965-66. This figure includes enrollment for 1964-65 since the ABE programs during 1964-65 apparently were not funded during 1964-65.

[b] Estimate

[c] Not including figures of veterans unavailable at time.

From this table, adult education is clearly seen to be growing in both enrollment and number of programs offered. When Adult Basic Education funds became available in 1964, a few programs were organized, but 1965 marks the actual beginning of ABE programs throughout the state. Following the year 1965-66, when enrollments reflected the first two years of growth, enrollments have steadily increased each year.

Adult Migrant Education (AME) began in 1965-66 in order to train migrant workers in academic and occupational areas. Funds to AME dropped sharply after 1971 to $183,850 from a high of $1,760,000.

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Vocational Education has been the strongest adult education activity within Texas. Yet, as other programs were organized or augmented, vocational education's proportion of the total adult effort decreased from approximately 90 per cent in 1964 to approximately 59 per cent in 1971. During the time period, 1964 to 1972, the adult vocational enrollment fluctuated from a low of 219,095 to a high of 282,045.

The apparent decrease in adult vocational enrollments is an artifact of program classification. Enrollments in post-secondary education are increasing in Texas and many of those enrollments reflect students who previously would have been enrolled in the adult category.

In summary, the data shown in Table VIII-2 indicate the almost total reliance in Texas on federal funds for the delivery of publicly supported adult education. Although some state support was available for adult vocational programs, the emphasis on adults in vocational education has been marginal in Texas until the 1970's. The major upturn in adult enrollments will be forthcoming in 1974 now that state funds are available not only to support high school level programs for adults, but also to build a rational coordinated state delivery system.

Total fall enrollment in the Texas community junior colleges in fall of 1971 was 151,552 of which 30,770 were in other than semester length courses. These enrollments of less than semester length included enrollments in adult vocational or community service courses reported to TEA and are a rough measure of adult and continuing education. Hard enrollment data on adult education within the community college were not available. However, a high proportion of courses for adults are offered in some colleges under the technical-occupational division. These courses are not only of the upgrading or skill-related type, but also of the short course or seminar variety for business and industry. In some colleges a truly comprehensive program is offered with well developed continuing education and community services programs. These programs include remedial, avocational and leisure time course offerings which are decentralized into various locations in the district. However, these comprehensive programs are usually found only in districts in which assessed valuation is high and there are personnel who have a philosophical commitment to the comprehensive nature of the community college. In these districts, local funds are made available to attract federal funds for categorically funded programs and to support, along with fees, non-reimbursable programs.

Again, major developments in adult education within the community college are yet to occur in Texas. Assessment of the need for compensatory education and subsequent enactment of legislation to permit such programs are large steps forward. The next major step will be to obtain special funds to support these efforts.

Legislation developed in 1973 to authorize compensatory programs also led to the first legislative statement as to the comprehensive functions which are intended for the community colleges in Texas. This legislative base should allow for more pressure on local college districts to expand their programs to all citizens for a wider variety of program offerings. This philosophical commitment to adults may be aided in some areas by the leveling off, or in some areas dropping, of enrollments in the traditional transfer program.

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Vocational Education

Adult vocational education statistics are reported separately in reports following passage of the Vocational Education Act of 1963. It is known that some adult vocational education took place within ISD's prior to that time but the extent or importance placed upon this function is not known. In 1967 the Texas Senate passed Senate Resolution 153, which called for a Senate Study Committee on Vocational Technical Education to make formal inquiry into vocational technical education throughout the state. This was the first such formal inquiry in this area since 1936.[1]

The report focused on problems within secondary and post-secondary education, though no specific mention was made of adult vocational programs. However a 6,379 enrollment of part-time students was noted in the count of post-secondary students in 1968 with special mention of the Evening Division of the TSTI. This committee did make some recommendations pertinent to adult education: (1) that there be a commitment to continuing education to retrain and upgrade worker skills; and (2) that there should be an Advisory Council on Vocational-Technical Education which, among other responsibilities, would have final authority in recommending and planning all programs of vocational-technical education, adult education, and manpower development programs. It appears clear from this report that in Texas in 1967-69 the major focus in vocational-technical education related to the delivery system in education of high school and post-secondary youth clientele. In

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[1] To Bridge the Gap, Report of the Senate Committee on Vocational Technical Education (Austin: Senate of Texas, 1969), pp. iv and v.

1969 the strengthening of the adult division within TEA was initiated and by 1973 the focus on clientele was much broader, as can be seen in the following statement by the Associate Commissioner for Occupational Education and Technology:

> I don't know of any other state that's got that kind of legislation *(as was enacted in Texas in 1973)* which says "we're going to have an adult education program. It's going to be planned. It's going to be coordinated with all the other educational activities going on (in the state)." The state is willing to put up some dollars to do this.[1]

This broadening of scope for adult education was culminated with the success of the ten year effort to obtain state funding for adult general education. However, coordinative efforts to develop a delivery system, at least in the planning stages tended to be circumscribed by agency boundaries. That is, TEA personnel made major concentrated efforts to organize and extend the adult education function; but not until it came time to operationalize the plans were the Coordinating Board and the colleges involved.

Continuing Education

At the same time that the TEA is extending the adult education function, a parallel involvement is occurring within the Coordinating Board and higher education. Spearheaded by Title I funds of the Higher Education Act, a major thrust to extend financing, and coordination of continuing education through the community college and universities is currently taking place. The group leading this move is the Texas Association of Community Services and Continuing Education (TACSCE). This organization made up of deans and administrators of continuing education and community services is attempting to do several things. First, there is an attempt to bring together at regular intervals personnel throughout higher education concerned with continuing education and community services for information exchange and organizational purposes. Second, there is an attempt to define the task and the responsibility in these areas throughout the state. Third, there is an effort to obtain state support to finance these activities.

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[1] Telephone interview with John R. Guemple, Associate Commissioner for Occupational Education and Technology, Texas Education Agency, Austin, Texas, December 2, 1973.

In 1968, the Coordinating Board approved a research study "to examine the existing programs in continuing education, to evaluate the long range needs for such programs in Texas, and to suggest methods of providing and supporting them."[1] This study made 24 recommendations among which were: (1) that a legislative mandate be given to the Coordinating Board for the continuing education of adults; (2) that an Advisory Council and an Associate Commissioner for Higher Continuing Education be appointed; and (3) that the legislator undertake measures to supplement the financing of continuing education and community services programs. One other recommendation spoke specifically to the developing of the community service function of the junior college, with attention to the need to develop remedial and developmental programs in addition to literacy and bilingual education programs as justifiable community service projects, although they are not normally considered appropriate as college courses.[2]

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[1] Permanent Partnership, a Study for the Coordinating Board - Texas College and University System (Houston, Continuing Education, University of Houston, 1969), p. 5.

[2] *Ibid.*, pp. 42, 43.

In 1973, a State Plan for Adult and Continuing Education project was funded with Title I monies ($181,501) which consisted of twelve sub grants to ten universities and two junior colleges to develop plans for specific areas of need. Findings were to be reported in the fall of 1973 with approval of the State Plan by the Coordinating Board to be sought prior to June, 1974 and legislative proposals to be presented to the 64th Regular Session of the Legislature in 1975.[1] This statewide study will culminate in recommendations for a "comprehensive, coordinated, statewide plan for adult and continuing education in Texas."[2]

In a statement by the Commissioner of Higher Education, the enlarging of the mission of junior and senior colleges and universities to adults can be seen.

> Everything we had was geared to serving the high school graduate. We've (now) discovered the adult as people we ought to be thinking about in higher education. Everything I've tried to say is that I see in the immediate future new emphasis upon adult and continuing education (and) hopefully we will be able to design ways and means of supporting these activities in the manner which will forward the programs we all believe in. By this I mean the method of financing can either stifle or promote continuing education. We have to find out what are the best ways of financing and we have to sell that particular concept to whatever agency we look toward for our funds.[3]

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[1] Letter from Wilbur W. Hurt, Director of Community Services, Program Development Division, Coordinating Board, dated November 12, 1972.

[2] "State Plan for Adult, Continuing Education Goal of Statewide Study Project," CB Report, Volume III, Nos. 7-8, July-August, 1973.

[3] Dr. Bevington Reed, Commissioner of Higher Education, "Higher Education in the Future," a speech to the Texas Association for Community Services and Continuing Education, reported in TACSCE (Lubbock: Texas Tech. University, Box 4359, 1972), pp. 69-70.

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This public commitment to adult and continuing education both in vocational education and in higher education reflect a broadening of philosophy in Texas regarding who should be educated. This philosophical commitment is attributed by those interviewed in the state to: (1) the popularity of career education, (2) the success of adult programs supported by federal funds, (3) the pressures to rationalize the educational delivery systems within the state, (4) the changes brought about by rapid urbanization, and (5) the growing political forces of minority groups.

Increasingly there are two plans being promoted on the current educational scene: (1) the state plan for adult education within TEA and (2) the state plan for adult and continuing education being developed by the Coordinating Board and supported by TACSCE. Both plans seek active cooperation of the community junior college and up until 1973 these plans were being developed separately.

Community Education

A Center for Community Education was established at Texas A and M University with funds from the Mott Foundation. This center is assisting a number of Texas communities in "exploring in a broadening and more effective approach in meeting community needs for education and community service."[1] To date over a dozen such programs have been initiated by ISD's and apparent success in these programs has created a favorable environment for growth. No funds except those generated locally or provided by private foundations are currently available for community schools. However, the concept is publicly endorsed by the State Board of Education and those community schools in operation are working closely with personnel within the ACE.

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[1] "Position Statement on the Community School Concept," adopted by the Texas State Board of Education, April 8, 1972 (mimeo), p. 3.

Financing of Adult Education

To date, the major source of funding in adult education, both in the public school and community colleges, comes from the TEA. Although some compensatory education programs enrolling adults were included in state reimbursable academic courses because of a demonstrated "unique need" of a college and were therefore funded through the coordinating board, the amount of dollars so committed was minimal.

Within TEA, funds for adult education are channeled through either the post-secondary vocational-technical division or the ACE Division. Those funds which have been available through these two divisions are shown in Table VIII-3.

Although financial data are not complete for the time period under consideration, the data indicate that the amount of dollars committed to adult education has increased and that in 1970-71, 86 per cent of the $16 million spent were provided by federal funds. In 1973 for the first time state funds were made available for adult education in both the ISD and the community college systems. At the same time there was a growing emphasis on adults within vocational education and within the community school movement. Accordingly, it can be predicted that state funds for adult education will increase markedly within the near future in Texas since there appear to be both a growing philosophical commitment

TABLE VIII-3

PUBLIC FUNDS REPORTED FOR SUPPORT OF ADULT EDUCATION IN TEXAS FOR SELECTED YEARS

	1964-65	1967-68	1970-71
I. Federal			
ABE	$12,222	$2,082,925	$3,205,110
Vocational Education	87,487	1,085,099	1,443,627
MDTA		3,286,703[a]	6,235,807[a]
Veterans			296,551
WIN			834,211
AME			1,760,000
Civil Defense		119,070	60,604
Subtotal			$13,835,910
II. State			
Vocational Education	0	597,958	1,230,701[b]
III. Local			
ABE	2,006	231,436	356,123
Vocational Education	93,020	488,102	[b]
MDTA		300,000[a]	623,580
State and Local Subtotal			2,210,404
Total	data incomplete	data incomplete	$16,046,314

[a] Estimate

[b] State-local combined

[c] Total adult vocational funds for FY 1966 = $2,636,556

at the state staff level to education for all citizens as well as increasing public support. The latter support is in part influenced by the growing political force of the Spanish and black minority groups.

Financing of programs within the junior college is provided from two sources: reimbursement per FTE (in 1973 changed to contact hours) by the Coordinating Board for academic programs and reimbursement per student contact hours of instruction from the vocational division within TEA. An unusual practice which occurs in Texas is that each college defends its own budget before the legislature and may, if it wishes, ask for additional funds based on some particular circumstances. In practice, however, colleges tend to adhere to grouped requests which are summarized by the Coordinating Board.

Reimbursement for the academic program in 1972-73 was $640 per FTE, which is defined as the total student contact hours/15. All junior colleges are required to charge tuition which averages across the state to between 125 and 135 dollars for a nine month period. Reimbursement accrues for any approved general academic course and approval is obtained when the course offered can be identified in any state-funded lower division program within a state institution. In this manner compensatory courses were developed in some colleges by identifying developmental courses within some of the smaller colleges or predominantly black institutions. For three years, since 1970-71, compensatory education was supported in some colleges by this means of state aid.

In 1970-71 nine colleges offered special occupational programs, twelve offered remedial English, twelve offered remedial reading,

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nine offered remedial math, twelve offered basic studies and seven offered adult basic programs. Thirty-five of the 45 colleges offered at least one compensatory education program, but only four colleges covered at least four such areas. The major reasons that such courses do not exist more extensively is because there is no clearly defined method of financial support.

Occupational programs are financed through the TEA whereby these programs allegedly receive a much lower percentage of state and federal support.[1] Support for job upgrading and preparation was 48 cents per contact hour in 1971-72. If a college generates more clock hours than allocated there is no assurance that all monies earned would be received.

For example, the College of the Mainland is an institution which is committed to the comprehensive college concept and is also in a district which has a high assessed valuation ($362 million). In this college the continuing education budget for 1971-72 was $230,000. The budget allocated $72,000 for ABE for which the college received $10,000 in federal funds. In 1970-71, the college was eligible for $80,000 from state vocational funds, some of which the director did not expect to receive. About $25,000 is generated through tuition which was $5 per course other than ABE for which no fees were charged. The remainder or majority of the budget was supported by local taxes. In this college in 1971-72 there were 9,000 enrollments, with 5,000 enrolling in the fall semester. All continuing education programs are credit free.

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[1] Reading for the Ideal, p. 21.

Thus it can be seen that major programs of adult education are being conducted in selected colleges at a minimal or no cost to the student. In the instance cited, the budget of $230,000 was supported by $80,000 or less of state and federal vocational funds (35 per cent), $10,000 in federal ABE funds (four per cent), fees (eleven per cent), and 50 per cent of the budget was supported by local taxes.

Within the system of higher education the community junior college has been an area of rapid growth. This is a result of both increasing interest in the community college by the public and increasing funds available to the community colleges. Table VIII-4 summarizes the appropriations to the colleges and universities through the Coordinating Board. According to these figures, the junior college grew from eight to ten per cent of the total appropriations between FY 1966 and FY 1970. It is estimated by the state office that state support for junior college operating expenses is about 60 per cent, with 22 per cent from local taxes and eighteen per cent in fees and tuition. It can be concluded, then, that the junior college system is continuing to mature, with ten colleges having developed since 1968; that the state funding for operational costs is generous, though limited to credit offerings; and that the junior college system will apparently take an increasing percentage of the state higher educational dollar.

Coordination of Adult Education

There has not been to date any major conflict in Texas between public schools and community colleges regarding the sponsorship of adult education. Although some ambiguity in the relationship

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TABLE VIII-4

APPROPRIATIONS FOR ANNUAL EXPENSES OF HIGHER EDUCATION IN TEXAS

	1961-62	1965-66	1969-70
University of Texas	$33,339,000	$55,534,000	$118,141,000
Texas A & M	14,453,000	24,305,000	45,212,000
Texas State Colleges	77,082,000	162,703,000	301,547,000
Other	791,000	2,598,000	3,361,000
State Aid to Jr. Colleges[a]		12,931,000	35,138,000
Total	$92,359,339	$165,301,000	$340,046,000
% Junior College of Total	0%	7.8%	10.3%

[a] 1961-62 appropriation not included in the higher education budget.

of the community college system with the technical colleges arose as these institutions started to expand, the issue here was the responsibility for occupational-technical programs. Presently, the technical colleges are expected to do high cost technical programs and have been contained to four campuses. Although there is still some feeling on the part of community college administrators that the technical colleges are funded at a higher rate than programs within the community college, any overt conflict has been resolved.

Neither the ISD's nor the community colleges have had reason to compete for general adult programs since presently relatively small amounts of public funds have been available for adult education. Within vocational education the community colleges are responsible for post secondary programs, with 38 colleges designated as regional vocational technical schools and three colleges with MDTA skill centers.

Although some problems have occurred in coordinating the technical-vocational offerings in these centers with those offered in secondary schools where over 100 regional vocational centers are located, these problems center mainly on the articulation of programs offered to youth.

To date, the major problems in adult education, identified by those interviewed in the state, centered on (1) obtaining state funding, and (2) articulating and coordinating federally funded programs. Within the TEA, efforts to obtain state funding for adult education were initiated in 1963 with data emerging from a study on the needs of adults in remedial education. Not until 1973 was the legislation passed and those interviewed agreed that one contributing factor in obtaining these funds was the success of federally funded ABE programs.

Within the community colleges the problem of obtaining state funds for remedial education has a shorter history. This problem apparently was because (1) the system was expanding rapidly at the time the Coordinating Board's division of community colleges was organized and the administrative state staff consisted only of two persons, and (2) a major focus within the Division was the encouragement of colleges to develop technical-occupational programs. It was only three years ago that resources were committed to examining compensatory education and, even then, this was not so much a conscious effort to develop adult programs as it was to face up to the problems of encouraging minority group enrollment. Presently, the colleges enroll eight per cent non-white students, although the state population percentage of this group is 28 per cent.

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With the passage of HB 147, there was a commitment at the state level to an orderly development of a coordinated plan in which the onus for decision making would be on the local districts. Since 1962, when federal ABE funds and other adult programs became available, there were two major problems within the TEA in organizing these activities. The programs were compartmentalized within the agency and widely dispersed in local areas. In 1969 there was "a sweeping policy decision" made within TEA, i.e. adult basic education could not be a program unto itself. That is to say, articulation of basic education with some practical objective was to be the explicit policy. To that end all adult programs were consolidated within the agency as well as in the local areas.[1]

Through conscious policy, programs moved from a single class contract, to a single year contract for all classes in a district, to a group of schools with a single contract, to a regionalized plan of contracting. Contracts for ABE in 1970 numbered 380, subsequently dropped to 140 and then to 80. The new state coordinated program has led to the development of 58 local cooperative program areas which have the responsibility of developing the local plans. These districts are not strictly comparable to the proposed 53 "geographic regions" for the development of community college districts, all of which do not yet have a college, thus some overlap may occur.

Reflecting the ACE Director's former OEO background as well as the attitude of respect for local control that permeates the

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[1] Interview with John R. Guemple, Austin, Texas, November 1, 1973.

Texas Education Agency,[1] the program now mandated and funded by the state calls for considerable local coordination. In the guidelines, under the section entitled "Administration of Programs," is the following explanation:

> Adult education programs shall be administered by local public educational agencies. However, the legislative direction for utilizing public school districts and colleges, the complex range of adult educational needs and objectives, and the need for efficiency in government dictates a cooperative regional and local system in both program planning and implementation, using both school districts and community colleges. The broad range of adult needs, comprehensive manpower planning, annual program fluctuation, and the multiplicity of "state and federal" and local funding sources further mandates this approach to local and area program administration.[2]

Under the provisions of the program, all local education agencies in a given area are to meet together to select one prime sponsor, "the local eligible education agency that serves as the coordinative and fiscal agency for a comprehensive adult education program," which then enters into cooperative agreements with other local educational agencies for the delivery of the adult and continuing education services to the area's disadvantaged adult population. Before each area submits a proposal for state funding, an assessment is made of the target population, an annual plan and a five-year long range program are outlined, the operations of the program are explained and the resources of the area are described. The amount of state funding assigned the local cooperative systems is the same no matter which institution, the independent school district,

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[1] Michael W. Kirst, "The Politics of Education in Texas," in Joel S. Berke and Michael W. Kirst, Federal Aid to Education: Who Benefits? Who Governs? (Lexington, Mass.: Lexington Books, D.C. Heath and Company, 1972), p. 243.

[2] Texas Education Agency, "Plan for Implementing HB 147, 63rd Legislature, Adult Education," 1973, pp. 65, 66.

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the community college district, the Educational Service Center or a university is the prime sponsor.

With regard to the state plan for adult and continuing education (HB 147) as it relates to coordination, the following comments may be made:

1. For the first time the state has demonstrated a commitment to assist the educationally deficient adult population by funding this statewide plan for adult and continuing education.

2. If the program proves its effectiveness, the probability will be greater that the legislature will approve its extension after the biennium.

3. Coordination has been built in as an essential concomitant to approval of local plans for adult and continuing education. The coordinative structures thus formed, when the amount of state funding is relatively small, represents a foundation for future coordination which can be progressively strengthened should further state appropriations for adult education be augmented.

4. Since neither universities, community colleges nor public schools are favored by the state, the plan provides for the development of the adult and continuing education function in both institutions. Adult education need not become overly identified with any one institution in Texas as has occurred in other states.

5. Because designation of the prime sponsor and the shape of the local program are matters for local determination, the plan allows for local variations in response to not only the characteristics of the target population, but also local institutional resources. In some areas, management may be quite dissimilar in possession of personal characteristics conducive to a healthy and

dynamic adult and continuing education program. This decentralized plan allows for capitalization of these regional differences.

The significance of legislation passed in 1973 touching on adult education concerns is that it not only provides means for remedial and compensatory education needed by disadvantaged adults, but it also provides an avenue for the Coordinating Board to promote inter-institutional contacts and coordination. Under the provisions of Senate Bill 356, community colleges must first obtain approval for their remedial-compensatory programs from the Coordinating Board. The provisions of SB 357 mandate the Coordinating Board to "Plan, initiate and finance programs for the teaching of educationally, economically, socially and culturally disadvantaged students in the public junior colleges." This function is to be executed through summer institutes for junior college teachers, regional in-service workshops, and a central clearinghouse of information on remedial-compensatory education courses and programs.

It is conceivable that, as the Coordinating Board begins to execute leadership in these areas of both continuing and compensatory education that are sanctioned by the legislature in SB No. 358 as two of the six specific purposes of the public community colleges, coordination with other education structures will also result. If community college programs for the disadvantaged get under way, it should become clear that there may be some overlap with the kinds of programs financed through the Texas Education Agency's Division of Adult and Continuing Education.

In the first year following enactment of HB 147, some 56 prime sponsors were identified with institutional sponsorship assigned

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almost equally to large ISD's (about 20), community colleges (between fifteen and twenty) and Educational Service Centers (between eight and ten). Monies available which are assigned the nine regions by target population are three million dollars in federal and two million dollars in state funds.

Along with this major coordinative effort in adult education programs at or below the secondary level, additional efforts in coordination for post secondary level continuing education are being initiated by the Coordinating Board. To date, Title I of the HEA monies have been utilized with an overall purpose of educating government officials who need help in solving community problems. Through this program, community colleges, along with other higher education institutions, have probably increased their awareness and interest in expansion of the adult education and community service functions, although it is true that only seven community colleges had actually submitted proposals for specific projects prior to January 1973.

The community schools movement is presently in an embryonic state and how community schools will be incorporated into these coordinative efforts will depend somewhat on how this movement grows. Also in the wings is the growing presence of the professional groups. Presently the Texas Association of Junior Colleges has tended to focus on the more traditional aspects of the college program. TACSAE, the newest of the associations, exhibits an energetic and aggressive program for developing continuing education among institutions of higher education. The Texas Association for Continuing Education (TACAE) came to new life in 1968 with the infusion of new leadership in ABE. From a membership of approximately 300 in 1968, the organization's membership increased to 1,872 members in 1972, allowing the TACAE to exert a strong influence on the legislature for funding adult education programs.[1] To date, these associations have been working independently of one another, although the interests of each association clearly overlap. How the particular interests of each group will effect the coordinative efforts of the state plans for secondary and post-secondary adult and continuing education is a question for the future.

Findings from the Case Studies

Delivery Systems

Among the four Texas communities visited great diversity in the delivery of adult education programs was observed. In Galveston, both the public school and community college conducted adult education programs--both were small but growing. In Houston, the public school had relinquished all responsibility for adult education to the recently established (1971-72) community college. In San Antonio, not only the independent school districts and the community college, but also the Bexar County Board of Education and the voluntary San Antonio Literacy Council were involved in providing educational services to the adult population. In Texas City, all but a mere fraction of adult education was conducted by the community college. Overall, the role of the community college

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[1] Interview with Harvey Owens, President of TACAE, Lubbock, Texas, January 18, 1973.

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in adult education seemed to be increasing somewhat more rapidly than that of the public schools.

Although the public schools were the first institutional sponsor of adult education programs in each of the four communities in the Texas sample, public school adult education programs were characterized, in comparison with community college programs, by (1) smaller and less than full-time staff, (2) lower rates of state funding for adult occupational education curriculum, (3) more circumscribed curricula, usually limited to courses leading to the high school diploma, and fewer vocational courses.

In all four communities, both the public school and the community college had conducted adult education. Without exception the stronger program, in terms of the number of courses, was located in the community college. In three of the communities, the adult education program in the community college had originally been located in an independent school district. The general characteristics of community college adult education observed in the Texas sample included the following: (1) less marginal status as evidenced by more full-time personnel with specific responsibilities in adult education, (2) more institutional resources at the disposal of the director, (3) higher funding from the state for occupationally-oriented continuing education courses, (4) a broader curriculum available to adults, as demonstrated by the greater involvement of adults in college credit courses on a non-credit (or non-degree-seeking) basis, in addition to the adult and continuing education enrollment.

Until the advent of state funding for high school equivalency (preparation for the GED Examination), few of the independent school districts in the sample had evidenced much commitment to meeting the educational needs of the adults in their area. On the basis of the events following the enactment of House Bill 147 when independent school districts showed renewed interest in adult education, it may be concluded that commitment is strongly related to the availability of funding. It may well be that the apparently greater commitment demonstrated by the community colleges in recent years is also a reflection of the greater availability and generally higher levels of funding in the community colleges.

Finances

With the exception of only one institution, adult education programs in the communities visited were wholly dependent upon federal funds, state vocational funds, and tuition for their financial support. Local tax revenue applied to adult education was a characteristic of only the College of the Mainland. In all the communities, only adult basic education and English as a second language were tuition free. Tuition for most classes ranged from $20.00 to $45.00 per class, with the exception of College of the Mainland fees where maximum tuition was $5.00. Because of the dependence of classes on tuition, where state federal funding was unavailable, participation in adult education was reportedly low. In none of the communities visited in which both the public school and community college actively operated adult education programs, did there appear to be a major tuition difference between the two institutions.

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Curricula

In each of the communities visited in the Texas sample, Galveston, Houston, San Antonio and Texas City, appreciable growth in the adult education program was apparent. The trend seems to have been one of slow increase during the 1960's followed by faster growth since 1970-71. Where data were available, more growth was manifest for adult occupational education than for other spheres of adult educational activity. This is probably related to the nature of the funding. ABE programs were virtually assigned the same level of funding in 1970-71 which they had received seven years earlier in 1964-65. As long as the level of federal support neither raised or lowered, the level of adult enrollment remained about the same. Occupational education, on the other hand, grew to the degree that the more flexible state and federal occupational funds continued to increase.

Impact of Federal ABE Funds

Although Title III funds in all four communities studied succeeded in providing education for persons who would not have otherwise participated in adult basic education, their effects differed immensely. In three of the communities, Galveston, San Antonio, and Houston, it was reported that as early as 1898, 1908, and 1920, respectively, adult basic education and English as a foreign language courses had been conducted. However, systematic and subsidized efforts to educate educationally disadvantaged adults did not begin until 1964-65 when federal ABE funds were first allocated to Texas education institutions. Up to that time, the majority of adult education programs revolved around free Americanization or

Civil Defense classes, high school completion, and recreational or leisure time classes offered on a self-supporting tuition basis. Without federal funds, it is probable that no extensive ABE program would have existed other than the volunteer literacy tutor programs maintained in a few Texas cities. Even in Galveston, where the Board of Education voted for a subsidy of adult basic education in the event that federal funds were stopped, or in Houston where local donations maintained the ABE program for the year and a half that federal funds were indeed stopped, local funds would not have been made available to any sigificant amount to provide adult basic education services to the disadvantaged adult population, had there been no federal funds.

Without the existence of federal ABE funds, it appears likely that only one of the four communities would have offered adult basic education classes to any sigificant degree. Only the College of the Mainland was relatively independent of federal funds which comprised a mere fraction of the total amount spent on adult basic education. Of the public schools and community colleges in the four communities, College of the Mainland was alone in being able to draw upon substantial amounts of local district tax revenues to support the adult education enterprise.

Although it would be inaccurate to conclude that federal funds have been responsible for the elaboration of the adult education enterprise in Texas education evidenced since the mid 1960's, it is clear that they have been one of the significant influences on the current shape of adult education in Texas. As a result of the ABE programs, adult educators in each of the four communities have

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become sensitized to the needs of educationally disadvantaged and the non-English speaking adults. Having cultivated a responsiveness to basic education needs, adult educators have attempted to promote additional programs to facilitate academic advancement beyond the eighth grade level. Federal funds have cleared the path for newly legislated state funds to support high school equivalency, high school completion, as well as basic education for adults. In the public schools, especially, ABE monies have been responsible for the maintenance of a marginal adult education structure which is now being utilized for an expansion of adult education services to the community.

The most pronounced effect of Title III funds was observed in San Antonio--not just in the program's impact in behalf of the undereducated population, but also in the organizational structures set up to administer the program. Instead of developing separate administrative structures for the ABE programs of the seventeen independent school districts in the San Antonio area, the Bexar County Board of Education organized the Adult Continuing Education Department to pool the federal funds transmitted by the state to the area, thereby becoming, in effect, an intermediary between the independent school districts and the Texas Education Agency. Performing a local area coordinative and administrative function, the Adult Continuing Education Department served to reduce the administrative overhead of the independent school districts as well as to allocate funds to the independent school districts where the needs were greatest more efficiently. The San Antonio "co-op" thus formed facilitated a greater number of professional services than perhaps would have been available to any one independent school district. Unlike other ABE projects throughout the state which replaced volunteer adult basic education and literacy organizations, the Adult Continuing Education Department cooperated and helped to fund the San Antonio Literacy Council, one of the most active remaining volunteer literacy organizations in the state.

This San Antonio "co-op" has also served as a channel for other federal funds, such as those of the Manpower Development and Training Act, Work Incentive Program and other federal programs. In the future it appears that the Adult Continuing Education Department will form the infrastructure upon which the new state adult education finance plan can be implemented to not only the independent school districts of Bexar County, but also to the independent school districts of neighboring counties and the San Antonio Junior College District. Federal ABE funds in the four communities and to a lesser extent in San Antonio have enabled independent school districts to form a base upon which additional educational services for undereducated adults can be organized.

Impact of the 1973 State Legislation

The effect of the 1973 state legislation (House Bill 147), at least in three of the four communities visited, was profound in the sense that it engendered moves by adult educators toward coordination of their respective programs. In order to determine the local utilization of state funds, meetings between representative of all education institutions involved with adult education have to be held in each community. Because the funds are substantial enough

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to finance major expansion of existing high school equivalency, high school completion and adult basic education programs, interest and involvement appeared to be high in each of the communities where adult education functions were performed in both the public school and community college.

Cooperation and Coordination

The ways in which the adult education enterprise was coordinated, both prior to and following the advent of the state appropriations for adult education, differed from community to community. About the various approaches to cooperation and coordination, the following observations may be made:

(1) Galveston, until 1973, was characterized by a total absence of coordinative efforts between the public school and the community college. Little coordination had been conducted even within the Independent School District between the adult education program and four small community education programs which operated for a time in the middle schools. As long as the Independent School District and the Community College District conducted the marginal priority education programs for adults in Galveston, there was no perceived need, on the part of the respective administrators, for any cooperative relationship between them. The circumstances were significantly altered, however, by the fact that the allocation of new state monies was conditional upon coordinative efforts between the two programs.

The first meetings between the public school and the community college were held in 1973 after the public school had its application for prime sponsor approved by the Texas Education Agency. The

Independent School District was so optimistic about the potential for expansion that it proposed promoting the Consultant in Adult Education to a full-fledged Director and allowing him to devote full time instead of one-tenth of his time to the administration of adult education programs conducted by the District. With both institutions increasing the commitment to adult education along with some increase in the State support, coordination between the two institutions with respect to adult education seems likely to continue.

(2) Following absorption of all adult education functions by Houston Community College, the need for coordination of adult education by the public school and the community college all but vanished. Perhaps the school district will eventually revive its program.

(3) Coordination of state and federally supported adult education programs in the San Antonio area's independent school districts is facilitated by the operation of the Bexar County Adult and Continuing Education Department. In recent years, the Department has assumed an increasingly active involvement in the allocation of formerly only federal, but since the fall of 1973 also state funds for adult education to the area's education institutions, including the San Antonio Union Junior College District. Until 1973, except for a jointly run skills center, coordination between the community college and the public school had traditionally been minimal. The prospect of state monies tagged for adult basic and high school equivalency education flowing through the area's prime sponsor, the Department of Adult Continuing Education, to the community college, however, represents a positive inducement to

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cooperation and coordination of certain aspects of adult education in the future.

(4) In Texas City, the College of the Mainland's cooperative arrangement with three of the five independent school districts in the area anticipated the new state plan by at least two years. The "Community Education Cooperative" program comprises committee formation, survey of community needs and resources, provision of community education leaders, community-wide planning, promotion of community education, coordination of scheduling, avoidance of duplication and overlapping of service, and the decisions relative to allocation of funds. The Texas City Independent School District, however, chose not to participate in the cooperative. Some cooperation will be necessary, however, if the Texas City Independent School District is to receive any of the funds from HB 147.

Conclusion

Publicly supported adult education has come late in Texas, but activities in both secondary and higher education suggest great promise in either the avoidance or minimizing of inter-institutional conflict. Federal ABE monies along with other federal adult education funds were found to be pivotal in convincing the state legislature to appropriate state monies for remedial adult education. Since neither the public schools, community colleges, or universities have a history of widespread secondary level adult programs, an attempt is being made to fund evenly to all institutions on a categorical basis allowing the local marketplace to determine sponsorship.

However, it would seem that Texas faces the larger problem of coordination in the future. To date, neither TEA or the Coordinating Board has had state funds for adult education. The ISD's, colleges and universities now have equal access to state funds from TEA for for secondary adult education. In addition, the community colleges may have access to generous state funding allocated to academic courses for remedial programs which may include mature adults. It remains to be seen (1) whether Texas can preserve the capability of both the public schools and the community colleges for delivering adult education services given potentially higher funding capabilities in the community college, and (2) whether the colleges can avoid the pitfalls of moving beyond the legislative intent of fund allocation for remedial education to consumer type courses. On the positive side of this picture is the fact that Texas can profit from the experience of a number of states regarding these same problems. In addition, there is already a pattern of state agency cooperation within post secondary vocational education which may assist the integration of resources within the two institutional systems.

CHAPTER IX

CONCLUSIONS AND RECOMMENDATIONS

In preceding chapters the purposes and design of the research have been explained, the relevant literature has been reviewed, and case studies of the five states have been presented. At this point attention is directed to an overview of the literature review, a general description of the states sampled, the conclusions of the study, a model of the development of publicly supported adult education at the community level, a set of policy recommendations for adult education, and a description of the dissemination plan for the project report.

Review of Literature

A review of selected works in adult education was conducted (Chapter III). Special emphasis was given to literature dealing with the administration, finance and legislation of adult basic education, public schools and community colleges. General adult education issues were dealt with briefly. Literature on the process of adult education such as teaching methods and curriculum were not covered. No attempt was made to comment on all of the literature. Instead, where many articles seemed to be saying the same thing, only the one judged to be best was reviewed. Research reports based on empirical quantitative data were emphasized.

The strongest sections of this review are the overview, finance and professionalization. They are strong in the sense that these topics have received a great deal of attention over the years and there have been at least a few excellent studies in each.

Some other topics have also been the subject of a considerable amount of writing but lack works of high quality. The literature on legislation is mainly descriptive with the exception of the articles by Dorland and by Houle. The studies of delivery systems are also largely descriptive and not very rigorous. The Xerox study was an excellent large scale investigation but no study was found which analyzed an individual adult basic education program in the same detail. The area of evaluation has had a few carefully executed studies, but these are vastly outnumbered by the mass of inadequately conceived and poorly executed evaluations. The directories and bibliographies were adequate.

Unfortunately the areas of governance, articulation and coordination have received little attention in the literature. Attempts to coordinate adult basic education programs among institutions have rarely been treated in the literature so little is recorded concerning the problems and processes of coordination.

The review reflects the stage of development of the field. The empirical base is weak and the coverage is spotty, a condition which may be accounted for by the fads and fashions of the field; nevertheless the relevant literature is useful in showing areas of relative need for future investigations.

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In addition to the review, an annotated bibliography was prepared which includes the documents in the literature review and books, articles and miscellaneous publications which were considered by the investigators to be sufficiently informative to deserve mention, but insufficiently unique to warrant extended treatment. The annotated bibliography is the final section of this volume.

Selected bibliographies for each state including publications used in the preparation of the city and state case studies are included in Volume 3 with the respective state groups of community case studies.

Overview of the States

Each state is discussed individually in the separate case studies. In the following section comparative data are presented to indicate the range of situations which was encountered in the research.

The five states are described demographically in Table IX-1. Four of the states have large populations but Connecticut with the smallest population has the greatest population density, 624 persons per square mile, over three times greater than the second most densely populated state. Texas is a state in which the educational enterprise must be developed both for persons in metropolitan areas and in vast sparsely settled areas. The problems of providing adult education opportunities vary accordingly.

As is shown in Table IX-1, California and Texas have sizable numbers of Spanish speaking persons while Florida, Illinois and Texas have a higher percentage of blacks than either California or Connecticut

TABLE IX-1

FIVE STATES COMPARED ON SELECTED POPULATION DATA

State	1970 Population	Rank among States by Population		Growth 1960-1970 (%)	Population per sq. mile	Population Black 1970 (%)	Spanis Langua Spoken in Hom (%)
		1960	1970				
California	19,957,304	2	1	27.0	128	7	16
Connecticut	3,031,705	24	24	19.6	624	6	2
Florida	6,789,383	10	9	37.1	126	16	7
Illinois	11,109,450	4	5	10.2	199	13	3
Texas	11,195,416	6	4	16.9	43	13	18

All five states are increasing in population with Florida's rate of growth one of the highest of the 50 states.

Population changes in the two major racial groups are shown in Table IX-2.

Table IX-2 shows the major changes in racial composition of the two largest racial groups, blacks and whites, in the five states in the sample from 1960 to 1970. At one extreme is the State of Florida which showed a 37 per cent increase in population overall and a 19 per cent increase in black population. Migration played a role in determining the racial composition, however, with a net increase of 33.0 per cent in the white population and a net decrease of 3.6 per cent for blacks. At the other extreme is Connecticut which had a 20 per cent increase in population overall, a 69 per cent increase in the black population and net migration increases of 35.4 for blacks and 6.8 per cent for whites. Although it is clearly incorrect to regard racial groupings as synonymous with socioeconomic levels or years of education completed, on the average

TABLE IX-2

CHANGES IN THE RELATIVE SIZES OF THE BLACK AND NON-BLACK POPULATIONS, 1960-1970

State	Black Population				Net Migration Change 1960 - 1970		Total Population Increase 1960 - 1970
	1960	1970	Percentage Change 1960-1970	Percentage of Total Population	Black	White	
California	883,861	1,400,143	58	7	30.7	10.6	27
Connecticut	107,449	181,177	69	6	35.4	6.8	20
Florida	880,186	1,049,578	19	16	-3.6	33.0	37
Illinois	1,037,470	1,425,674	37	13	12.2	-2.4	10
Texas	1,187,125	1,419,677	11	13	-0.3	1.1	17

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it can be expected that racial shifts will produce differential demands on the educational system.

As is shown in Table IX-3, Connecticut, California, and Illinois rank high among states in personal income. The incidence of poverty in these states in 1969 ranged from 6 per cent in Connecticut to a high of 21 per cent in Florida. Notwithstanding the differences in the incidence of poverty, the per cent of the population receiving public assistance is virtually the same for all states except California where some 11 per cent of the population are on public assistance.

TABLE IX-3

FIVE STATES COMPARED AS TO WEALTH, POVERTY, AND EXPENDITURES ON EDUCATION

State	Rank Among States in Personal Income	Incidence of Poverty 1959/1969 (%) (%)	Number of Persons Receiving Public Assistance	Population on Public Assistance (%)	Public School Expenditure Per Capita	Public Higher Education Expenditu Per Capit 1968
California	5	14.4/9.6	2,128,300	11	$218	$121
Connecticut	1	9.6/5.7	122,550	4	216	100
Florida	28	28.4/20.5	351,700	5	188	67
Illinois	7	14.7/8.4	570,100	5	218	108
Texas	30	31.7/17.7	599,600	5	174	71

Expenditures on public education, elementary, secondary, and higher education, are higher in the three wealthier states with California's expenditure on higher education per capita and in absolute amounts being unusually high as compared with Connecticut and Illinois, both states with similar rankings in personal income.

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In Table IX-4 the size of the undereducated adult population is contrasted for the five states. The percentage of total adult population, those 16 years of age and older and out of school who lack a high school diploma, ranges from a high of 31 per cent in Texas to 23 per cent in California. Since it has been shown that currently 15 per cent of those aged 16 to 44 enrolled in ABE, who by definition are reading below the eighth grade level, are high school graduates,[1] the actual number of adults lacking a basic education is grossly understated. California, with its long commitment to adult and higher education, has the highest median number of school years completed and the lowest per cent of its total population without a high school diploma.

TABLE IX-4

FIVE STATES COMPARED ON EDUCATIONAL ATTAINMENT OF POPULATION AND ABE ENROLLMENT, 1970-71

State	Median School Years Completed for State Population	Target ABE Population	% Target Population is of Total Population	Number Enrolled in ABE (%)	Target Population Enrolled in ABE (%)
California	12.3	4,513,145	22.6	57,278	1.3
Connecticut	12.2	800,073	26.4	11,117	1.4
Florida	12.1	2,066,790	30.4	44,358	2.1
Illinois	12.1	3,147,456	28.3	27,809	0.9
Texas	11.6	3,445,926	30.8	57,439	1.6

Within only the Title III--Adult Education Act funded programs, the current outreach within these five states is minimal with Florida having the highest percentage of the target population enrolled (2.1%) and Illinois the lowest (0.9%). These figures, however, show the enrollments of undereducated adults in programs supported through funds coming from only one program source.

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[1] William P. Kent, A Longitudinal Evaluation of the Adult Basic Education Program (Falls Church, Va.: System Development Corporation, November, 1973), p. I-4.

In order to understand coordinative problems in adult education one must first look at the type of governance, the maturity of the system, and special characteristics of higher education of the states. In Table IX-5 comparative data on the five states as to the size and governance of public education are shown.

Only one state, Florida, has organized elementary, secondary and higher education under one board. Connecticut, Texas, and, in 1973, Illinois, have a two board system with the State Board of Education responsible for kindergarten through twelfth grade, as well as departments organized to supervise adult and vocational education. Another board governs higher education including the community colleges. California has a State Board of Education which like the other four states has within its governance vocational and adult education. However, the 99 community colleges, the 20 State colleges and universities and the University of California system each has a separate governing board. These three boards are advised by the California Coordinating Council for Higher Education and though this council is very powerful it technically is not a super board.[1]

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[1] Following the California data collection it was learned that Assembly Bill No. 770 was signed by the Governor on October 2, 1973, creating a Postsecondary Education Commission supplanting the Coordinating Council for Higher Education to become effective April 1, 1974. This Commission has been given greater power over the segments of the postsecondary educational institutions than the Coordinating Council possessed.

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TABLE IX-5

FIVE STATES COMPARED ON PRESENT SIZE AND GOVERNANCE OF PUBLIC EDUCATION

State	Number of Governing Boards 1973	Number of Univer-sities/ Campuses 1973	Number of State Colleges 1973	Number of Public Technical Colleges 1973	Number of Community College 1964 Dis- /Cam- tricts puses	Number of Community College 1973 Dis- /Cam- tricts puses
California	4	1/10	20	0	65/75	68/96
Connecticut	2	1/4	4	4	1/1	10/10
Florida	1	11/11	0	0	20/28	28/33
Illinois	2	10/13	2	1	19/23	38/49
Texas	2	15/24	3	1	31/33	47/52

The perennial problem in each of the states is how to deal with vocational and adult education which are found in all levels of the educational system. In the five states in the sample the governance of adult and vocational education remains with the state department of education with a bureau, department or section staff charged with the responsibility for adult education. Of the community college systems studied only Connecticut and Illinois had assigned adult education to a staff member as a specialized function. In Texas adult education and community services was highly visible within the structure of the Coordinating Board of Texas Colleges and Universities. Although the community service function appeared to have been embraced by the senior institutions the Coordinating Board seemed to be making an effort to encourage community colleges to become involved in such programs.

In California a Joint Advisory Committee on Vocational Education was formed consisting of representatives from the secondary schools and the community colleges to deal with vocational education programs because approximately 45 per cent of Federal vocational education dollars coming to the State Board of Education, the designated Board of Vocational Education required by Federal law, was spent in community colleges governed by the Board of Governors of the California Community Colleges.[1] In Florida and California separate minimum foundation level programs for adults were established for both the public school and the community college systems. In Illinois, state funding for adult education within the community colleges was established in the Illinois Junior College Act of 1965 almost simultaneously as selected categorical state funding for general adult education within the public schools. In four of the states, but not in Connecticut, some ABE funds are allocated by the adult education section of the state office of education to some of the community colleges.

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[1] William Morsch, State Community College Systems - Their Role and Operation in Seven States (New York: Praeger Publishers, 1971), p. 27.

The formal identification of adult education within the state office of education can be explained in that in all states but Connecticut the junior colleges emerged from the high school and were under the governance of the state office of education until about 1965 (1968 in Florida). Accordingly, since adult education was an explicit function of the public schools in all of the states in the sample the function could be identified with one office. Now that all five states have separated the community college from the state department of education and placed it under a separate board or division, the channelling of categorical adult basic education funds and the supervision of adult basic education programs has become more complex.

The relative maturity of the state community colleges which constitute a system in three states and a collection of institutions in California and Texas is shown in Table IX-5. In 1964 about 77 per cent of the present number of community college campuses were operating in California and 71 per cent at the Florida community college district, while the percentage of Texas campuses operating was 63 per cent, Illinois 47 per cent, and Connecticut 10 per cent. In four of the states but not in Texas the number of community colleges was beginning to stabilize and probably the number established in 1974 will be quite small. Special notice should be paid to the apparent late start of the community college movement in Connecticut. Connecticut traditionally has had a history of strong non-public education and all of public higher education developed late relative to the other four states. Also, Connecticut has developed a parallel structure for vocational technical education both in secondary and post-secondary institutions and was the only state in the study where a system of strong two-year technical colleges existed. In Illinois the one public technical college operates as a campus of Southern Illinois University and is an aberration within the system. The Texas Technical College and Institute was the first of what might have become many such institutions but the growth of the potential system was halted by the proliferation of the community colleges.

Another set of institutions, on which only fragmentary data were gathered in this study but which can play an important role in adult education, are the Regional Vocational Technical Centers, the Regional Occupational Centers and the Manpower Skill Centers. Suffic it to say that if a college or public school is a designated center or operates an ROC or skill center the size and financing of adult education is affected when compared to sister institutions not so designated. The community colleges are eligible to operate skill centers so there is no restriction of such centers to one type of institution. It seems likely that these regional occupational centers have the potential of conducting programs which might be considered appropriate for both the public schools and the community college and so they constitute a locus of potential cooperation or competition between these institutions.

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State Support

The amount of money clearly identified as available to support adult education in the public schools and community colleges of California exceeds $102 million, a remarkable figure particularly in the light of the $19 million for Florida and the $31 million for Illinois. The types of state support and the amounts provided for adult education in the public schools and in the community colleges for each of the five states in the sample are shown in Table IX-6.

Since 1917 when the Federal Government passed the Smith Hughes Act funds have been available for adult vocational education in every state. The data in Table IX-6 show when state support first became available for general adult education, including adult basic education. Because adult vocational education is very closely linked administratively to other adult education it is essential to consider them both simultaneously where such linkages occur. Yet definitional problems persist.

California has consistently exhibited the greatest commitment to state support for adult education. Beginning in 1907 and continuing to the present, public school adult education in that state has led the way for the rest of the nation both in terms of academically oriented adult programs and in terms of community services.

Florida and Connecticut began supporting public school adult education at approximately the same time but the level of support for public school adult education in Florida is nearly three times that of Connecticut while the 1970 population was slightly more than double.

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TABLE IX-6 IX-14

STATE SUPPORT FOR ADULT EDUCATION IN PUBLIC SCHOOL AND COMMUNITY COLLEGES AND FEDERAL SUPPORT FOR ADULT BASIC EDUCATION, 1970-71

State	State Support Began[a]	Type of Reimbursement		Federal ABE Allotment[b]	Total Dollars Spent for Adult Education	
		Public School	Community College		Public Schools	Community Colleges
California	1907	MFP[c]	MFP	2,422,896	60,026,022	42,719,173
Connecticut	1951	Flat Grant and Cost-Sharing	Flat Grant	559,625	4,975,593	d
Florida	1947	MFP	MFP	1,308,317	13,722,401	5,218,648
Illinois	1963	Flat Grant	Flat Grant & MFP	1,848,667	24,884,165	6,941,235
Texas	1973	Flat Grant	Flat Grant	3,205,110	16,046,314	d

[a] General Adult Education

[b] Public Law 91-230

[c] Minimum Foundation Program

[d] Not Available

In Illinois, state support for adult education came about as a result of a desire to match federal funds available to support educational programs for adults receiving public assistance. This state support was broadened within two years to include all educationally disadvantaged citizens but the amounts appropriated have not encouraged maximum program expansion.

In the mid-sixties the Texas Education Agency (TEA) presented data to the state legislature regarding the number of Texans who lacked a grade school or a high school education. Although the need was apparent to the TEA, the legislature did not appropriate funds to support the development of a program to satisfy that need. It was not until 1973, after the federally initiated ABE program had been going for eight years, that the legislature responded positively to the recommendation of the Commissioner of Education and appropriated over four million dollars to support adult education at the secondary level for the 1973-75 biennium.

In the final analysis it is the level of state rather than federal support which accounts for the greatest differences in the provision of adult education opportunities among the states. Accordingly federal adult basic education funds have had visible effects on the adult education enterprise in Connecticut and Texas while the total federal allocation was a high proportion of available money for all adult education. On the other hand, in California where the federal funds for adult basic education were approximately 2 per cent of total funds allocated for adult education, the federal influence has been one of drawing attention to an audience for which previous programming efforts were quite modest.

During fiscal year 1971, the Federal Government allotted $2.4 million to California, just slightly over 2 per cent of the total state expenditures on adult education in the public schools and community colleges, so it is not surprising that the federal allotment did not bring about a major change in the adult education activity in those institutions in California. Federal stimulation of program activity exerts influence on the nature of a state's adult education delivery system largely as a function of the ratio of federal funding to total state and local funding of adult education. The federally earmarked dollars have a distinct influence on state and community programs by calling attention to an audience which has not historically been attracted to adult education and for whom programming efforts had previously been minimal.

Conclusions

The major conclusions relate to the seven hypotheses. Each hypothesis is presented, followed by the relevant conclusions. Additional findings are given following the discussion of the seventh hypothesis.

1. The cost of conducting adult basic education is directly proportional to the academic level of the institution which is managing the program.

This hypothesis could not be accepted unconditionally because administrators of some community college adult programs have devised means of insulating their programs from the personnel policies used in other programs conducted by the colleges. Substantial costs are often avoided by employing adult education teachers on an hourly rate instead of as full-time personnel. Since fringe

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benefits are not extended to the hourly part-time teachers there is an additional saving to the community college district. The same practice is followed in public school adult education.

In some districts where adult education teachers are employed on a full-time basis they are required to teach more hours than the regular academic faculty of the institution. The stability of such an arrangement appears to rest upon the acquiescence of the teachers' union, a condition which does not seem likely to continue indefinitely.

A complicating factor in the examination of the costs are the differences in the cost relationship among the levels of institutions concerned. Even though, in general, it seems that the cost of conducting both general and basic adult education is at least slightly higher in community colleges than in public schools, because of differences in the level of state support provided to the two institutions, it is advantageous for the local taxpayers to have the program conducted in the community college because that institution requires less local tax support than does the public school. The increase in costs to the local district incurred as a result of transferring the sponsorship of the adult education program from the public school to the community college is more than offset by the increased level of state support that is provided. It is in the short-term best interests of the local districts to have the adult education program conducted by the community college because in most cases the state will pay a larger share of the total costs than it would if the program were conducted within the public schools.

From the standpoint of state fiscal policy, it seems counterproductive to encourage local districts to transfer adult education program sponsorship to higher cost institutions to qualify for a higher level of state assistance. The matter becomes even more serious if the transfer of the program produces a reclassification of the community college district from a basic aid category to one of equalization. If the state has a fixed amount of money to spend on adult basic and other kinds of adult education any policy which encourages the movement of programs from lower cost to higher cost institutions seems destined to result in a reduction in the number of adult students who can be served. This is not to suggest that adult attendance should not be counted on an equal basis with attendance of students of other ages or with those who attend more than ten hours per week whether such attendance is in programs conducted by the public schools or by the community colleges. The basic problem is that where the sponsorship of adult programs is shifted between institutions for financial gain to the local area attention is diverted from questions of quality and from a consideration of the most efficient use of resources.

From the vantage point of the ABE program nationally, the existence of state adult education reimbursement policies which pay community colleges at a higher rate than public schools for conducting essentially identical programs is undesirable because it does not encourage the most efficient use of the available funds. The absence of federal guidelines to discourage such migration of program sponsorship on questionable grounds is a part of the problem situation.

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2. The use of federal adult basic education funds to increase the number of full-time positions in the field at the state and local levels will produce a corresponding but smaller increase in the kinds and quantities of other adult education programs.

No rigorous test of the hypothesis was possible because of data from communities which had not been involved in ABE. Nevertheless, the state staffs for adult education had all been strengthened numerically and in terms of influence exerted within their administrative framework. The increased influence was related to increased numbers of persons and the administration of not only program funds but also staff development and experimentation monies.

The growth in numbers of full-time personnel, not only at the state level but also at the local levels, developed a cadre of persons who perhaps for the first time saw a career line in adult education within all the states sampled. Once a critical mass of individuals identify with the education of adults, a number of externalities accrue such as professional associations, lobbying groups, demand for pre- and in-service education, and a broadening of interests to kindred groups for the purpose of securing one's position.

Thus, it was rare to find full-time adult basic education personnel at the national, regional, state or local level who were interested exclusively in adult basic education. In a few cases the ABE program had been set up as a unit administratively separate from the rest of adult education, but as the program was being regionalized this separation was being weakened.

The existence of the federal program supporting ABE led the State of Connecticut to make a major increase in the amount of funding appropriated for ABE and the federally financed program was an essential element in persuading the Texas Legislature to appropriate over $4 million to underwrite the costs of secondary level education for individuals who had been served through the elementary education level under the nationally funded program. In Illinois, state support for adult education developed initially with a link to the Social Rehabilitation Service (SRS). With the advent of federal ABE funding, a whole network of regional and field representatives was established strengthening the stimulation for general adult education throughout the State.

3. The provision of substantial federal support to one sector of the adult education field (adult basic education) leads to an increase in professionalization within that part of the field as well as in other parts. The increased professionalization will be evinced by the development of pre-service and in-service training programs, a growth in professional adult education organizations, increased emphasis on specialized credentials for adult basic education teachers, and an increased emphasis on graduate degrees for administrators.

The increase in ABE personnel and the effects that those numbers of persons placed on the development and priorities of professional associations are striking. For example, in Illinois a new organization, PACE, Public Adult and Continuing Educators Association of Illinois, was established and its membership rose over the 500 level with most of the members employed as ABE teachers.

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Because the statewide meetings of the Association were held in connection with staff development activities it was possible for the Office of the Superintendent of Public Instruction to provide financial support for the activity, thus stimulating attendance. The Illinois Adult Education Association had been in existence for nearly 30 years when the new organization was established, but the former organization had not been given financial assistance by the state and had depended upon the dues of its members for its income. There were mainly administrators of public school adult education in the former organization partly because funds were not available to underwrite the expenses of teachers who might choose to attend a meeting of the organization. Similar associational developments were observed in Texas, Connecticut, and Florida.

On the national level, the Association of Black Adult Educators was formed for a number of reasons, one of which was the desire of a growing group of black ABE staff members to have an organization with a distinctly black orientation. Before the ABE program began, the percentage of minority group members who regularly attended state and national adult education meetings was appreciably smaller than it is today. The federal leadership together with the sharper focus on minority involvement accelerated the movement of black as well as other minority groups of Americans into the ranks of professional adult educators.

Within the Adult Education Association of the U.S.A., the Commision of One Hundred which was a small group of persons concerned with literacy education, became a strikingly large group of individuals which sponsored national meetings of its own, drawing several hundred persons together. State associations as well as the national associations began to provide for the needs and interests of their members in program offerings with the emphasis being so pronounced in some cases that some members interested in other areas of adult education became antagonistic to the degree the total program reflected this one segment of the field.

New graduate programs in adult education, started with seed money from ABE were apparent in all of the five states. In California it was reported that a number of universities and colleges were offering courses to prepare teachers to work in English as a Second Language programs.[1] In the Southeast, the Southern Regional Education Board has been instrumental in carrying on a federally supported project to assist universities in initiating graduate degree programs for adult educators. In Florida alone there are presently six graduate programs in adult education, where in 1964 there was only one.

No evidence was found that state laws governing the qualifications of adult education teachers have been modified as a result of increased ABE funding and program activity. However, Connecticut has established an informal requirement that all ABE teachers must have six hours of in-service education. In Florida accreditation of adult schools has become mandatory. In Hillsborough county all adult teachers are required to take credit courses toward a defined educational goal to retain their positions. This requirement was made possible because of the graduate program in adult education made operational with ABE funds.

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[1] William S. Griffith and Gilles H. Cloutier, College and University Degree Programs for the Preparation of Professional Adult Educators, 1970-71. D.H.E.W. Publication No. (OE) 74-11423 Washington: U.S. Government Printing Office, 1974), p. 22.

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4. The preferential awarding of federal adult basic education funds to one of two types of public educational institutions equally capable of performing a specific adult education task leads to monopolistic control on the part of the favored institution not only for the specific task but also for other areas of adult education as well.

The decision to award federal adult basic education funds to public schools, to community colleges, or to both continues to be a state policy decision. No federal guidelines restrict the authority of the states to make this determination. In three of the states in the sample, California, Florida, and Texas, the choice of which institution or institutions are to receive the state and federal funds for adult basic education is delegated to local regions which include both a community college district and one or more public school districts. The state education department does not become involved in the decision making unless the representatives of the college and of the school district report that they cannot reach agreement.

The awarding of federal funds preferentially to one of two types of public institutions appears to be influential in terms of the ratio of the size of those funds to other available funding sources. It would appear that when there are available state funds for developing adult programs, the weight of federal funds assignment to one institution is less problematic. Thus in Connecticut the decision that all ABE funds were to be utilized in the public school system does place limitations on the community college which has little access to adult education funds. In Illinois when federal monies can go either to the public school or community college, but the college system has higher state funding available for adults, there is a tendency for both federal and state supported programs to move to the colleges.

Thus it is more accurate to say that when one institution can obtain more state or federal funds than another institution for adult education, one can expect adult programming to move towards the institution with higher funding. However, the development of a monopoly is not guaranteed if for some reason there are other economic factors to developing a competitive program. Thus in Florida, adult programs previously relinquished for economic reasons have moved back into the same institution for differing economic reasons. The monopoly hypothesis is inadequate because of the marginality of adult education in both institutions.

5. The preferential awarding of federal adult basic education funds will increase the capacity of the favored institution to utilize other sources of funding for adult education leading to the monopolistic control of adult education within the service area.

The hypothesis was not supported fully by the data collected. Presently, in Connecticut, there is evidence that the federal ABE funds have considerably strengthened the position of the public schools in both adult general as well as adult basic education. This fact though is also the result of a late start for the community colleges, the fact that there is at least minimal funding for adult education within the public schools and negligible amounts within the community college, and because the total amount of ABE funds available than in Illinois, Florida, and California.

In Illinois, preferential awarding of ABE monies during the first few years after 1965 to the public schools did not prevent

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the community colleges from rapidly acquiring access to ABE funds once the community college funds, which were substantially higher for general adult education, were made available. Thus the reverse situation was true in Illinois because the preferential treatment occurred in a different area.

In Florida there is allegedly no preference to either institution in adult basic or adult general education funding. A unique situation has occurred, however, in certain counties where by local decision the responsibility for adult education and adult basic education was awarded to the community college. When adult education became an activity which was highly desirable for a public school, usually for some reason not intrinsically related to educating adults, a reentry into adult education was afforded to the schools by means of the community school program. This program, funded with state monies, according to the hypothesis, should have come naturally to the college in these districts. However, in Jacksonville, Pensacola, and Ocala, the Community School program was initiated by Superintendents allegedly attempting to return the responsibility for adult education to the county school. In at least one instance the strategy has met with success. It is interesting to note that in Illinois the Community School movement has been welcomed by the Illinois Community College Board and plans are forthcoming to develop community schools with the full cooperation of the community college system.

It is concluded, therefore, since adult education presently is marginal in both institutions, that its marginality has far more influence than whether there is preference accorded to one institution or another in terms of federal or state funds. It would appear that institutional resources for providing adult education programs can be developed or redeveloped rather quickly in either institution if the state or federal income generated by such programs exceeds minimal costs by a sufficient margin.

6. The allocation of federal adult basic education funds on a competitive basis to two kinds of institutions will result in a higher quality program than if the funds were allocated on a preferential basis.

Whether federal adult basic education and state general adult education funds are allocated preferentially or competitively to public school and community college districts does not, in and of itself, appear to have any direct influence on the quality of the program provided. The provision of ABE funds directly to either institution on a preferential or on a competitive basis may be a force fostering a cooperative or a coordinated approach to the provision of adult education opportunities in the community.

The prevailing pattern of institutional provision of adult education is essentially entrepreneurial, with each operator working alone, unhindered and unassisted by adult educators who are working in other institutions. If the state or the federal government were not providing funds for adult education there would be little justification to set up any requirements regarding cooperative planning of programs for there would be no penalty for non-compliance and no automatic financial reward for behaving as suggested. Perhans the community benefits to be gained through inter-institutional planning and conducting of programs are still too uncertain and inadequately documented to constitute a persuasive argument for cooperation. Nevertheless, involving more than one institution in assessing felt needs and ascribed needs, in identifying resources and in conducting the program would seem to increase the likelihood of having each institution make its best contribution to the total program. With several educational institutions serving the same area, it seems unlikely that any one institution would possess the most appropriate resources for adult education programming in all areas. The lack of data in this study on programs which have been developed cooperatively precludes the empirical comparison of the effectiveness of a competitive model to a cooperative one.

In Florida there has reportedly been an effort to ensure that both the community colleges and the public schools would be paid equivalent amounts for equivalent effort in adult education. This situation may have had some influence on both the number of community colleges which have sought and been given responsibility for conducting the adult education program and on the number of these colleges which have subsequently relinquished the programs to the public schools. What seems to be lacking is a system which would allow each institution to contribute resources to those efforts it is best able to carry on.

The competitive model, just as the preferential model, carries with it the assumption that either one institution or the other should be conducting the adult education program. Neither model is compatible with a program development philosophy which assumes that the best program resources should be utilized in conducting programs regardless of the institutional affiliation of those means and that no one institution is likely to possess all of the appropriate resources.

No evidence was found in any of the communities in the study of a true case of competitive allotment of ABE funds or, for that matter, of any federal or state adult education funds. Without true competition there is no stimulus to outperform other potential sponsors, if, in fact, competition is even a remote possibility between public institutions. Program improvement rests upon the sense of professionalism of the individual directors and may ultimately have to await public demand for life-long educational opportunities.

7. The use of federal adult basic education funds to support a cooperative model of community adult education program planning will produce more positive external benefits than either a preferentia or a competitive model.

At the outset of the study, it was assumed that in at least one community, and in at least one of the states in the sample, the adult basic education funds would be employed as a stimulus to cooperative planning by community institutions. The investigators soon learned that even though the guidelines for the use of ABE funds encouraged inter-institutional collaboration at each stage of program development and execution, such cooperation is nevertheless quite exceptional. In fact, the research team found no evidence of functioning state level advisory committees, although such committees had been appointed.

The states have been at liberty to decide which institutions are to receive the federal ABE funds and what proportion of the

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matching funds are to be provided at the state, community, and institutional level. As it turns out, the general position of the state has been to handle support for adult basic education in essentially the same way the state had been accustomed to dealing with other adult education funds. Even though the basic education program called for providing what was, in many school and community college districts, an entirely new kind of instruction to a group which had not been involved in adult education previously, it was evidently assumed that the provision of adult basic education required no reconceptualization in terms of the delivery system in each community.

With the exception of the States of California and Florida, the introduction of adult basic education programs required either the establishment of a new delivery system or a major modification of a modest one already in existence. Because the guidelines for the program had been developed initially as a part of the economic opportunity legislation, it is not surprising that provisions for sophisticated or intricate planning and review systems at the local level were not included.

Although attempts have been and are being made to develop a cooperative model in California and in Texas the systems are still so new that any assessment of effectiveness and utility as models would be premature. In Florida the system for determining which institution is to handle the adult education program in each county has managed to work out a territorial division of labor, but it could not be said to have produced a coordinated approach involving both institutions in a joint mutual effort.

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In Illinois a task force on adult and continuing education has proposed a coordinated delivery system for state supported adult elementary and secondary education, using the community college districts as the geopolitical planning unit. This proposal has not yet been drafted into a bill and it seems unlikely that it will be presented to the state legislature until 1975. In the meantime, the colleges apparently will take over a larger share of the responsibility for conducting adult education programs even though to do so requires that the programs be offered under another classification.

In California, Area Adult Education Coordinating Councils composed of representatives of one or more school districts and a community college district get together to decide which institution should offer those programs which have not been legislatively assigned to the public schools or to the community colleges. The Council may decide, however, that the college should conduct the entire program and that the public schools' involvement should consist entirely of providing meeting places for some adult education activities. The reports of the activity of these area coordinating councils are all due in Sacramento on June 30, 1974, so it was not possible to ascertain how well this approach is working out in practice within the time restrictions of this study.

In Texas it was the ABE federal funding which stimulated the development of a cooperative delivery system. The state adult education leadership worked with local areas to have a prime contractor named for all ABE programming in each area so that the TEA would not be faced with the task of working with each school district

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individually. When the Texas Legislature appropriated funds for secondary level adult education in 1973 the Texas Education Agency adult educators used these funds as an incentive to persuade adult educators in public schools, community colleges and other institutions providing adult education to cooperate in developing their plans. Until the program has been in operation for at least a year it will not be possible to determine how well the new system is working. Further, unless a concerted effort is made to collect detailed information on the operation of the local plans it will not be possible to assess what improvement, if any, has taken place in the extent and variety of adult education opportunities which are provided locally.

Summary

The hypotheses set forth to guide the study have identified key variables that are influential presently in developing adult and adult basic education programs which are publicly funded. These variables are the source and categorical nature of the funding, the ratio of federal to state monies available, the degree to which adult education can be a career line for the individual, the maturity of the institutional systems, the number of full-time adult educators in a state, the philosophy and commitment of the public and therefore its state legislature to the education of all its citizens, the professional breadth of the adult education leadership, and the development of the infrastructure to support the adult education enterprise.

The data gathered in the 21 local and five state case studies as well as the survey of the literature could be interpreted with

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pessimism. Although there were examples of outstanding adult and adult basic education programs, there was no underlying comprehensive philosophy found which could serve as a basis for developing state financial support programs for adult education.

Too often the conceptualization of the education of adults was fragmented and simplistic. Coordination of the local institutions in providing adult education merely meant dividing the task geographically or by curriculum level. Rarely were proprietary or non-public resources considered. Rarely were local funds considered as a potential source of revenue. Often adult programs were only a means to some other ends such as public relations, affirmative action progress, or new revenues. Rarely was adult education seen as consisting of many publics for which an institution could specialize. Clientele were too often served because their needs coincided with available categorical or credit funding.

The present system encourages an entrepreneurial approach among institutions and administrators. This entrepreneurship does not encourage articulation of programs, diversity of functions by design, or planned duplication where there is need.

The more optimistic interpretation is that the development of adult education is in primitive stages and this accounts for the uneven marginal nature of the enterprise. The efforts in Texas to develop a state strategy along an OEO model is one of the brighter aspects of the data. The work of the Task Force in Illinois in promoting a coordinative interinstitution model for a statewide strategy indicates that in some states consideration is being given to more broadly based public policies for providing adult education.

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The efforts in Florida to bring together community schools, adult education and continuing education also show an innovative effort to provide integration rather than further splintering of the field.

Certainly the emergence of federal ABE funds, along with increased federal funds in many areas of adult remedial programs, has made an impact on adult education activity within the states. The ability of the individual state to utilize those funds to increase state funding of adult education will no doubt be the deciding factor as to the permanency of the investment.

The development of state funding for adult education must, however, be devised along public policy lines which have at its base a philosophy for publicly supported adult programs, and which is so conceptualized as to encourage local initiative in utilizing varying institutional resources to meet the varying needs of all adults and hopefully in the public rather than the institutional interest.

After having examined the delivery systems in 22 communities in five states the investigators were able to conceptualize what seems to be an evolutionary pattern of development for local delivery systems of publicly supported adult education.

A Model of the Development of Local Delivery Systems for Adult Education

Adult education may be provided by (a) an institution which serves an area in which no other institution is providing or is seeking to provide adult education; (b) an institution which serves an area in which one or more other institutions are engaged in conducting adult education; (c) an institution which has been designated

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to provide specific programs which are not offered by other adult education institutions in its area; (d) an institution which voluntarily cooperates with other adult education institutions in arranging for efficient, effective program development; (e) an institution which enters into a legal agreement with one or more institutions without relinquishing its veto power over any decision of the group; (f) an institution which enters into a legally binding agreement with other institutions in which no single institution retains a veto power, and (g) an institution which must enter into an agreement with other institutions regarding adult education program planning as a condition for receiving state financial support.

In the first case, institutional isolation, an adult education institution develops programs, conducts, and evaluates them without consciously considering potential adult education programming by other institutions. The community of institutions does not provide any competing or complementary programming. Local, state and federal funds for adult education are channeled to the single institution which may handle them in one of at least two ways. Categorical funds such as those for ABE may be used either to strengthen and expand the existing program or to establish a new unit exclusively responsible for the ABE program.

When a second institution in an area begins to offer adult education programs it may provide courses which complement and those which duplicate those of the first institution. Whether the educational offerings are the same or different for the two institutions, there will be some competition for students and so the

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second condition may be called competitive. Such a situation might be regarded as desirable by those who favor a free enterprise model because under free market conditions the competitive process would result in the adult students being given the better program at the lower cost. There are, however, few free markets in any field and the adult education field does not differ from others in this regard. In fact, in numerous cases one of the competing institutions will have an economic advantage because it may be public (rather than private) or it may receive a higher level of state support than that provided for the other public institution even though both may be presenting similar, if not identical, programs. Because a true free market does not exist, the competitive model does not necessarily lead to the best program at the lowest cost. The prospective students probably do not possess adequate information to enable them to distinguish among different qualities of programs and hence must make an intuitive choice.

The interaction between the directors of the separate programs may range from extensive communication about what the other has done to a lack of interest or concern. If the former obtains then a cooperative model may evolve.

The director of the second adult education program in an area may study the program of the first institution and then decide to attempt a complementary program cooperatively. In such an arrangement the leaders of both programs review their planning, programming, staff, evaluating, in-service training, financing and other aspects of their programs and strive to achieve a common goal without competing for students. Some functions may be planned and conducted jointly to achieve economies of operation. Promotion of both programs may be accomplished using a joint publication. In-service training of staff may be conducted in one location for the staff of both institutions.

The directors may plan complementary programs to avoid unncessary duplication of course offerings and competition for a limited audience. If there is sufficient demand for a course, both institutions may offer it through one or more sections held at each institution. If a disagreement arises between the institutional representatives, the method of reconciliation is voluntary. If the directors cannot agree, then the cooperative model regresses to the previous competitive model.

In some cases the directors of two programs serving the same geographic area who are unable to work cooperatively, agree to divide the territory between them which reduces or eliminates some of the competition. Such an arrangement cannot be fully effective if the potential students for both programs are mobile and willing to travel.

In some communities when a second institution begins to offer an adult education program the first institution, which may not have had a serious commitment to adult education, elects to drop its program or to turn it over to the second institution. If the second institution is in a more favorable financial situation, perhaps because of a higher level of state support, then the director of the first institution may conclude that competition is impractical and cooperation unlikely. A case in point would be the development of a community college in a community where a public school adult education program exists. The college may take over the program and the personnel, even to the point of renting facilities from the public school district. In a sense, such a program might appear to be cooperative with the community college directing the program and the public school providing the facilities. But, inasmuch as the public school has relinquished all responsibility for program development and is only renting out meeting space, the relationship is not that of two educators cooperating. Instead, it is more nearly a landlord-tenant relationship. If the public school had contributed its facilities for adult education purposes and if, under the new arrangement, the public school continued to employ an adult educator who participates in designing programs, then the arrangement might be viewed as cooperative.

If the community college director makes all the program decisions and pays rent for adult education classes held in public school buildings then there is no cooperation in program development. Instead, there is simply an arrangement which makes it possible for a school district to continue to have adult education classes conducted in its building without the necessity of employing adult education staff or underwriting the cost of the physical facilities and their maintenance for adult education purposes. With ample state support the community college also gains because it no longer has to consider a competitor, it has the good will which has been generated by the public school adult education program, it has the use of facilities which some people have come to associate with adult education, and it has an experienced adult education administrator, the former potential competitor.

Efforts to avoid, eliminate, or reduce competition in local communities between adult educators in public schools and community colleges have led to state level guidelines on the delineation of functions among institutions. These guidelines provide for a delineation of functions between institutions receiving state support for their adult education work. Since not all communities are equally as well supplied with a community college and a secondary school it is essential that whatever guidelines are written allow for either institution to conduct a wide range of programs in the absence of a second institution that would be prepared to conduct programs. This approach to rationalizing the provision of state supported adult education programs in communities having both a high school and a community college engated in providing adult education assumes that the local institutions lack the inclination or ability to deal with the systematization of adult education provision in ways that would be compatible with the interests of the state.

The delineation of functions approach has not been particularly effective in California. Although it is easy to delegate the responsibility for all adult education leading to a high school diploma or to a GED certificate to the public schools, and although it is not difficult to give the community college the responsibility for all courses offered at the 13th and 14th grade levels, it is less obvious how the greater mass of adult education programming should be handled when it could be offered in either institution.

If the institutions providing adult education at the local level become convinced that the public interest or long-term institutional welfare requires that all state supported adult education at the local level must be provided in a coordinated manner they may enter into a formal agreement to create a legal entity to be in control of the adult education programming. The agreement may be written in such a way as to preserve the authority of each institution by requiring that actions may only be taken if there is unanimous agreement on the part of representatives of all of the institutions involved. Such an arrangement may be called formal cooperation because it rests upon a legal agreement which preserves the autonomy of each of the parties.

The Maine-Oakton-Niles Continuing Education Program (MONACEP) in Illinois is an example of the formal cooperation arrangement. (A detailed description of the MONACEP situation is included with the other Illinois community case studies in Volume II of the Final Report.) Under this unique arrangement two high school districts and one community college district have formed a separate organization to administer their joint adult education program. The arrangement is more nearly an example of formalized cooperation than it is of coordination because the governing board of the new entity gives each of the three institutions a veto power over each decision. The executive group consisting of one representative from each of the three institutions takes action only on the basis of a unanimous vote. Accordingly, none of the cooperating institutions has surrendered its sovereignty to the new unit.

MONACEP employed the adult education staff who formerly were on the payroll of the separate high school districts.

An interesting question is whether the new entity is legally a part of the community college system or the public school system.

The question is of vital importance because the schedule of state support for adult education programs conducted in the name of the cooperative entity would vary appreciably depending upon whether it is seen to be an extension of the community college or an extension of the high schools. To date the State of Illinois has regarded it as an extension of the community college, a decision which has had very favorable financial consequences for the program.

If the institutions are prepared to enter into an agreement to create a decision-making body which is able to act without the unanimous vote of the parties to the agreement, the arrangement may be thought of as voluntary coordination. It is voluntary in the sense that the institutions choose whether or not they wish to enter into the agreement. Once signed, the agreement provides for a coordinated rather than a cooperative approach in that the decision-making power rests with the new entity rather than depending upon the unanimous consent of each of the signatories before any action can be taken.

Such a voluntary coordination approach may be appropriate where a number of community college and public school districts are involved. The continued existence of the operating entity would be contingent upon the decisions reached being generally acceptable to the group because the agreement would have to allow for withdrawal by dissatisfied members.

The next level of systematically organized inter-institutional adult education structure may be called the mandated coordination model. It is found in California and Texas and has been recommended for Illinois. In this model the state legislature or the executive branch of the state government requires the institutions which wish to receive state funds for their adult education programs to meet within stipulated geopolitical areas to assess needs, inventory resources, plan a program and assign responsibilities. After the local plan has been reviewed and approved by a state level authority, state funds to support adult education in each area are sent to the institution designated by the local planning group to act as its fiscal agent. If the local educational officials cannot reach agreement, the issues in dispute are submitted to the appropriate state officials or committee.

In California the continuing education coordinating councils do not have operating budgets or staff. The first reports on these coordinating councils will be submitted by June 30, 1974 in California.

In Texas the area coordinating councils are also quite new. The councils were developed following the passage of HB 147 in 1973 which provided $4.2 million for the biennium for the support of adult education at the secondary level. The legislation was developed partly as a result of the Texas legislators' concerns about the people who were completing elementary schooling under federally funded programming and who were unable to continue with their high school work because no funding had been available to support adult education at the secondary level. The state director for adult education took advantage of the provision of these state funds to stimulate the development of area adult education planning groups. Adult educators in the public schools and community colleges have been advised that they will have to get together and make area plans to qualify for state support. The development of specific guidelines for the area councils has been postponed until after the local communities have had an opportunity to try to work out practical arrangements and until after the state adult education officials have had an opportunity to examine the various local approaches and to explore how well they seem to be working. The detailed guidelines are to be developed in Texas during 1974.

A major consideration is that no state money will be made available to support local adult education programs at the secondary level until after the locally devised plan has been accepted.

If an institution does not wish to obtain state funds to underwrite all or a part of the costs of its adult education program, then it would not be compelled to participate in the area planning activity. If a single institution were to try to take over the entire planning function and to disregard the legitimate interests of other institutions, this situation would be detected when the appropriate state coordinating body reviewed the local plan.
Some evidence that each of the local institutions which are potentially eligible for state support has been given the opportunity to participate in the planning process must be presented in the plan before it will be approved by the state education department.

Under the mandatory coordination model a state level officer or committee must be charged with the responsibility for reviewing the plans and the annual reports submitted by the local coordinating groups and to report to the state legislature and/or the governor regarding the scope of activity of all local coordinating groups.

In the proposed Illinois plan, the geographical areas in which adult education planning is to occur are the community college districts. Within each district a committee composed of equal numbers of representatives of the public school districts, community college district, and the public at large is to be charged with the responsibility for developing plans that will take maximum advantage of the resources of the area in meeting the adult needs for education through the secondary level. State funds are to be made available after the plans have been approved. The level of support under the coordinated approach is intended to be high enough to cover all of the costs of the programs. Those school districts and community college districts which do not wish to cooperate will continue to be eligible for some state support but at an appreciably lower level for the high school level programs they conduct.

The next logical step in the development of a coordinated delivery system for adult education is the creation of multi-district regions which are able to function at a level intermediate to the local coordinating groups and the state level. Such an intermediate structure could facilitate the planning of activities which a single local coordinating committee could not handle because of its limited population.

The highest level of development would require that a state body which represented the governing boards of all aspects of public education would have authority over the allotment of funds from federal and state sources for adult education programs. At the local level, and possibly on a community college district basis since there is a move to place all areas of the states in a community college district, there would be a local coordinating board composed

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of equal numbers of representatives of state educational institutions involved in providing adult education and public members to represent private institutions, eleemosynary organizations and the general public. The local group would assess needs, survey resources, devise plans, assign responsibilities, request state funding and review progress reports on the local program periodically.

Institutional arrangements for adult education vary from the isolated institution which is the sole provider of adult education in an area to a complex situation which involves a multiplicity of public and private institutions. This model of development, consequently, presents the several forms of monopolistic, competitive, cooperative and coordinate relationships which actually exist or are possible in any systematic development of adult education delivery systems at both the local and the state levels.

There are, however, serious minded adult educators who believe that the present trends are unlikely to produce an ideal delivery system for adult education. They favor the establishment of a new delivery system, free of the traditional limitations of the existing institutions which cannot, by virtue of their traditions and other responsibilities, give adult education the top priority in their programming. Such a plan would create a separate taxing district and institution for the education of adults. Only then, in the opinion of some, would adults be treated as the legitimate clientele and given preferential rather than marginal treatment.

In March 1970, the California State Advisory Committee for Adult Education proposed a master plan for continuing education and endorsed the idea of a state level continuing education board and local continuing education districts operated by local boards of continuing education. Although this approach may appear to be one way of bringing a judicious solution to less than optimal interinstitutional cooperation, the counter indications for such a plan seem too great. This plan ignores the vested interest of the institutions and their developed capacity to deliver adult education. It would appear, therefore, that developing a new institution would simply compound or bring a new set of problems to the dilemma of interinstitutional cooperation.

Accordingly the recommendations that flow from the analysis of these data indicate the need for broadly conceived state strategies which will encourage the responsiveness of its public institutions to its entire citizenry and has within its operational machinery a capacity for continual renewal. These specific recommendations for developing public policy are presented in the following section.

Recommendations

This research was intended to identify the costs and benefits of current federal and state policies regarding the allotment of federal ABE funds on the adult education delivery systems in American communities. A major ancillary objective was the formulation of policy recommendations whose adoption might lead to an improvement in the ratio of benefits to costs in such programs. Inasmuch as the findings have been presented in the twenty-one community and five state case studies and in the discussion of the tests of the hypotheses, the focus of this section is on recommendations

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The recommendations are presented in five sections according to the units of government, institutions and organizations to which they are addressed: (a) federal government, (b) state governments, (c) local governments, (d) universities, and (5) associations of adult educators.

Federal Government

1. Even though the federal government provides only a relatively small percentage of the funds expended by the states in adult education, these federal funds are especially important in that, if they are administered wisely and allotted to the states under suitable guidelines, these dollars can induce states and communities to develop programs reflecting national priorities. Further, the federal leadership exerted through the management of federally funded programs can be instrumental in shaping both the state and local levels' decision making apparatus for adult education programming. The assumption behind all categorical funding, as opposed to revenue sharing, is that unless restrictions are placed on the uses of federal funds by the states some programs which have been designated as high priority programs by the Congress of the United States would be overlooked or seriously slighted by an appreciable number of states and by communities within the states Such an assumption is particularly valid in the case of adult basic education.

Categorical funding is essential if the priorities, establishe by the Congress are to be respected. Special purpose funding is compatible with the national interest and should not be entirely supplanted by general purpose grants unless all federal leadership

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is to be relinquished in the field of education. The persistent question is how can the national government insure that the funds appropriated for a specific purpose, such as conducting ABE, are indeed used for that purpose in a way that will strengthen and perhaps improve the local adult education delivery system.

In striving to establish a new program, a legislative body may be tempted to establish an entirely new structure in the hope of avoiding the real and imagined rigidities of established structures. Such an approach might be advisable if it were clear that the effective operation of the new program would not require the involvement of the existing delivery system, but such is rarely the case. Accordingly, when legislation for new federal adult education programs is being drafted, the staffs of the education committees and subcommittees of the House of Representatives and the Senate should inform the legislators of the probable impact of the proposed program on the existing community delivery system.

2. Interinstitutional relations should be considered and whenever possible the new program should be designed as a part of the overall system of provision for adult education rather than as a separate unit. Creating new units to conduct new programs promotes fragmentation of community educational efforts. Office of Education professionals charged with adult education responsibilities should assist the legislative staffs in drafting legislation that will promote coordination and joint use of resources.

3. Federal legislation which fosters the development of postsecondary commissions may add to the problems of coordination in adult education because both postsecondary and secondary

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educational institutions are engaged in providing adult education programs. Federal guidelines should encourage the appointment of an individual who is well versed in the broad field of adult education to membership on such state commissions.

4. The National Center for Educational Statistics had been collecting and publishing statistics on ABE which obscure the relative importance of the community colleges and public schools as sponsors of ABE, in that data are presented on the number of classes held in public school buildings. Community colleges frequently offer adult education programs of various kinds in public school buildings because these meeting facilities are more convenient to groups of intended learners than central campus locations can be. If the sponsorship of ABE programs is to be identified acurately it will be necessary not only to collect data on where the classes are held but also on who is conducting them.

5. Existing guidelines for the development of state plans for ABE have evidently not led to the cooperative examination of needs, assessment of resources, planning of programs, and assessment of programs. A review of the procedures used in developing state plans and of the plans themselves will be necessary if this aspect of the system is to be improved.

6. Just as the National Advisory Committee for Adult Basic Education has been supplanted by the National Advisory Committee on Adult Education, the framing of legislation and guidelines for ABE should be set in the context of a larger adult education delivery system. The development of an efficient and effective adult basic education delivery system outside of and isolated from

the other parts of adult education community networks is unlikely to occur and legislation and guidelines could appropriately discourage attempts to develop such an anomaly.

7. Program improvement efforts at the local and state levels tend to be highly pragmatic and only marginally concerned with the support of research in this field. The funding of fundamental research in ABE is much more likely to be considered an appropriate function of the federal government than of individual states. Therefore, unless adequate funding is provided so that the National Institute of Education can support such research, it seems desirable for the United States Office of Education to retain some portion of the ABE funds to use in furthering it. It would seem ill-advised to assume that the states would be either predisposed or organizationally prepared to fund interstate research if all ABE research funds were distributed among the states.

State Government

Each state is simultaneously faced with the problem of raising its own funds to support adult education of all kinds and with integrating separately enacted and uncoordinated federal legislation which provides financial assistance categorically. If the states are to counterbalance the centrifugal force exerted by categorical federal funding, then state control mechanisms will be required to provide the coordination. Because education is constitutionally defined as a state function it seems appropriate that the states bear the central responsibility of coordinating adult education efforts across institutional lines.

1. In each state which has more than one board to govern the public schools and the community colleges a special joint committee should be established to deal with adult education because both the public schools and the community colleges become involved in running nearly identical ABE programs. To ensure that state funds are used most efficiently, this committee should examine each existing and proposed state program to see that no needless duplication or competition occurs. Further, this committee should examine the basis of payment so that state funds would not serve as unintentional inducements to communities or local governing boards to transfer program sponsorship between institutions.

2. In the event that federal categorical programs are legislated with little or no attention given to the possible impact of such programs on the functioning of the delivery system for adult education in local communities, this committee could set conditions which would provide financial inducement for coordinated effort at the local level.

3. The state coordinating committee for adult education should honor several principles in devising programs:

(a) The operationalization of the philosophy of the comprehensive community college requires that these colleges conduct educational programs at the secondary level. The "open door" cannot be open unless the college is prepared to conduct developmental programs for those who have not completed high school, earned a high school equivalency certificate, or failed to develop the requisite abilities and skills despite having a high school diploma. Accordingly, there is likely to be planned duplication of certain programs which are offered in both institutions.

(b) The efficient, economical utilization of the property of the people of a state requires that the physical facilities of the public schools be used in adult education programs regardless of whether the official sponsor of the program is the public school or the local community college district. Especially in a period of increasing costs the public interest dictates that publicly owned facilities be fully employed before additional facilities are acquired.

(c) The advocacy of a coordinated local adult education program by a state body is unlikely to stimulate any move toward coordination at the local level unless such an approach is legally defined as a qualification for receiving state and federal funds. Accordingly, to encourage effective coordination not only should the giving of guidance on coordination unaccompanied by any support or incentive be avoided but also the awarding of funds should be made contingent upon the submission of evidence to support the claim that coordinated need analysis, resource identification, program planning and program assessment has been or will be conducted.

(d) Because of the diversity of local districts and of the educational institutions serving the districts, no single standard statewide blueprint for coordination can be ideal. Instead, the legislative provision of a legally accountable local coordinating group offers the best alternative for the most efficient utilization of federal and state funds in providing adult elementary and secondary educational programs in public institutions.

(e) Because it is not possible to eliminate all irresponsible decision making at the local level, an appeal mechanism at the state level appears to be essential to handle questions dealing with local planning and the channeling of state support. Such appeal mechanism must carry the authority of the group or groups having authority over both the public schools and postsecondary institution.

(f) With few exceptions, public schools and community colleges have not engaged in adult education at the elementary and secondary level without financial inducements from the state or federal level. Faced with ever-mounting costs and based in an institution which was established to provide education for children and youth, school administrators are unlikely to divert their human and financial resources to conduct programs for educationally disadvantaged adults who may be difficult to recruit, troublesome to retain, and reluctant or unable to either support the program financially or to promote good public relations for the institution. Accordingly, any program of adult education which is to be promoted successfully must have financial incentives that will be attractive to local educational decision makers. It is unrealistic to assume that simply announcing the function is important will bring about the development of local adult education programs in districts which already have overstrained budgets.

(g) An intelligence function must be performed by the state level committee on coordination of adult education so that when legislation dealing with the funding of education is being deliberated the implications of such legislation for the maintenance and development of the community delivery system for adult education will be considered. In the usual course of events the implications of any specific piece of legislation for adult education are considered only after the legislation has been enacted and creative administrators have begun to exploit the loopholes.

(h) The development of an adequate structure to provide the coordinated delivery of adult education locally requires that persons be appointed to full-time positions that offer the potential for careers. A state support system which is intended to accelerate the process of developing the infrastructure should include incentives to induce public school and community college districts to employ a full-time adult education administrator and staff.

(i) The continuation of public support for adult basic education is contingent upon a clear demarcation being made between this program and other types of adult education which are conducted by public schools and community colleges. Policy, procedures and terminology used with the adult basic education program should be employed consistently to make its special character readily apparent. Traditionally, educational institutions have provided educational opportunities for those who are eager to learn or whose attendance is compulsory. Recruiting, retaining and educating a group of adults who may perceive more disadvantages than advantages to participating in ABE programs require a higher level of financial support per pupil than is needed to serve the educational needs of more highly motivated persons.

"Community education" is a term which is capturing the imagination of legislators in many states. The leaders of the movement nationally have recently changed the name of their organization from the National Community School Education Association to the National Community Education Association, a change which may reflect a growing appreciation of the need to involve public educational institutions of all levels in providing increased educational opportunities for all in American communities. Leaders of several university training programs for community education personnel have been taking a more circumspect view of community education so now there is less emphasis on the school as the central adult education institution than there was quite recently. As state legislators climb aboard the community school bandwagon it would seem prudent for state education departments to keep the education committees of their state legislatures informed of the benefits and costs of mounting a separate adult education program, uncoordinated with the existing on-going efforts in the field.

Local Government

The development of a full range of adult education opportunities requires the utilization of a greater range of educational resources than any one instiuttion is likely to possess. An inter-institutionally developed program is more likely to serve the wide variety of felt and ascribed adult learning needs efficiently than are the separate efforts of several instiuttions working in isolation from one another. It is in the local communities that the adult education services are delivered and it is at this level that there is the strongest incentive to develop joint approaches involving the community's educational resources.

Members of the governing boards of public schools and community colleges who are concerned with serving the educational needs of the adult community could insist that their professional staff engage in cooperative program development. One reason local cooperative efforts have not been particularly successful is that the governing boards have not been directly involved in exploring issues and formulating agreements. Because board members are more likely to represent the community interests than are the professional staff it seems reasonable to assume that local board members would be more amenable to inter-institutional programming than the professional staff of the school, college or other community institution. Accordingly, board initiative appears to be a highly appropriate force for developing a community oriented delivery system for adult education. The development of inter-institutional agreements is a board prerogative rather than a staff function and so it is appropriate for the boards to concern themselves with the formulation of cooperative or coordinative agreements.

Universities

Universities influence the development of adult education delivery systems by conducting training, performing research and operating extension services. To the extent that these efforts focus on the community rather than on the individual institutions, cooperation and coordination are fostered.

1. Universities have engaged in the pre-service and in-service education of persons who are employed in public school adult education, community college continuing education, and community services, and in community education. To the extent that such education reinforces

the tendency toward the narrow institutional perspective of practitioners the programs strengthen the resistance to the development of a coordinated approach. University promulgation of a broader perspective of the field could result in an increased willingness of practicing adult educators to engage in cooperative programming.

2. Adult education researchers in universities have not yet succeeded in identifying the discrete audiences for various kinds of adult education. For example, the ambitious, upwardly mobile immigrant in an ABE-ESL class differs markedly from the hard-to-recruit, difficult-to-retain native American who is functionally illiterate, negatively disposed toward education and who does not see participation in an ABE program as a route to his goals. The costs of achieving a given increment of learning with persons in the first group are less than half as great as for achieving the same result with persons in the second group. Perhaps the development of a simple, reliable method for classifying the intended learners would serve to clarify the variation in costs associated with conducting programs for both.

3. Using the model of the Cooperative Extension Service, universities might well employ field agents to provide for operators of ABE programs the same kind of subject matter expertise that extension agents have provided to agriculturists and home makers since 1914 when the Smith-Lever Act was passed.

Professional Associations

Professional associations in the field of adult education face the temptation to over-specialize on narrow institutional lines. Unless those who perceive of themselves as professionals in the larger field can learn to involve practicing adult educators from the full range of institutions providing adult education in professional associations there may be little hope that inter-institutional adult education program can be developed on the community level.

1. The disparate associations of adult educators and of adult education institutions which have been involved in ABE at the local, state, and national levels have tended to perpetuate the fragmentation of adult education efforts. Although a national coalition of adult education organizations exists, it has not succeeded in developing practical strategies for a coordinated approach to emphasize areas such as ABE. Unless the leaders of the separate organizations (National University Extension Association, Adult Education Association of the United States, National Association for Public Continuing and Community College Adult Education, National Council on Community Services, National Community Education Association, and other national organizations and their state and local counterparts) can adopt a cooperative posture and plan together, there is little reason to believe that the institutional focus of the ABE program can be integrated into a community oriented approach. The national leadership has not clearly advocated a coordinated approach to programming. In fact, the national organizations seem incapable of holding joint annual conferences. The forces of divisiveness appear to be stronger than those favoring cooperative efforts. If the associations wish to encourage the provision of a broad range of adult education opportunities at the community level, then they must develop a

united front and learn to plan programs from a posture of serving community needs rather than restricting their thinking to what their own institution is able to do.

2. The development of the Commission on Adult Basic Education within the structure of the Adult Education Association of the United States and which has close working relationships with the International Reading Association and the National Association for Public Continuing and Adult Education is an example of an inter-associational effort which is problem rather than institutaionally oriented. This Commission fosters inter-associational cooperation in a circumscribed problem area, but since its major annual meeting is not held concurrently with the annual meetings of its parent groups, the Commission tends to emphasize its unique interests and to give little attention to strenghtening ties with other program areas served by other special interest groups within the respective associations. What is needed is a cooperative, problem-oriented group which addressed itself to ABE concerns but which does so within the broader perspective of providing the full range of adult education opportunities in each community utilizing available resources. It may be that meeting separately on a national scale is counterproductive in that it places undue emphasis on the uniquenesses of ABE program instead of reinforcing the notion that activity in this area is one important part in a larger pattern of educational provision.

The improvement of community provisions for adult education of all kinds can be assisted by the national, state and local levels of government and through the actions of universities and professional associations. There are indications that such efforts are being made and that interinstitutional coordination is an ideal that can be achieved.

Intelligent problem solving is dependent upon the availability of sufficient data to delineate the alternatives. The dissemination of the information uncovered in this investigation to decision makers at the national, state and local levels may provide insights into both the problem situation and to possible solutions.

Dissemination

The following steps have either been taken or will be taken to disseminate the findings of this study.

On Wednesday, September 19, 1973 the senior investigator led a seminar at the United States Office of Education for thirty professional staff members of the Office during which preliminary findings were presented and discussed.

Selected findings have been shared with the Illinois Task Force on Continuing and Adult Education to assist this group in devising their recommendations for Illinois policy on organizing and financing adult education through the secondary level. The fact that two members of the research team were members of the Task Force made it appropriate to apply selected findings while the study was still in process.

The second member of the research team made a brief report on the project at a joint session during the annual conferences of the Adult Education Association of the United States and the National Association for Public Continuing and Adult Education in Dallas, Texas on Tuesday, October 30, 1973.

On January 6-8, 1974, the project team presented drafts of the state case studies, the literature review, and a preliminary draft of the conclusions to a panel of consultants representing the United States Office of Education, Regional Program Officers, ERIC Clearinghouse for Junior Colleges, state directors of adult education, directors of urban adult education programs, adult and continuing education officers of local and state public school and community college institutions, and researchers in adult education in manpower training. This panel not only had the opportunity to identify questionable data and inferences but also contributed suggestions for additions to the report.

At the invitation of the National Advisory Council on Adult Education, the senior investigator presented a partial report of the findings at the Council's meeting in Chicago on Friday, January 25, 1974.

On Saturday, April 6, 1974, the senior investigator made the keynote address at the adult education miniconference of the Association of California School Administrators in Los Angeles. The topic was "Preliminary Steps to Developing a Master Plan for Adult Education in California," which drew heavily upon the data collected in the study.

Copies of Volume I, Summary and Recommendations have been sent to (1) the ranking adult education officials in the state public school and community college systems in the five states; (2) the members of the review panel, and (3) those who completed the questionnaires in each of the cities in the sample. It is understood that copies will be sent to the regional program officers and to the adult education directors in the other 45 states by the United States Office of Education.

A copy of the entire report has been sent to the ERIC Clearinghouse for Career Education.

The following dissemination activities are contemplated:

1. the preparation and submission of a paper on the study for presentation at the 1975 meeting of the Adult Education Research Conference;

2. the preparation and submission of a popular style article on the study to the Community and Junior College Journal;

3. the preparation and submission of an article to the North Carolina State University Community College Review;

4. the preparation and submission of an article to Adult Education;

5. the preparation and submission of an article to Community Education;

6. the preparation and submission of an article to Community College Frontiers; and

7. to the extent that their obligations permit, the investigators will accept invitations to present and discuss the findings with interested groups.

This research is one part of a series of investigations dealing with the organization, financing, adaptation and coordination of adult education institutions. As such its findings will serve as the foundation for subsequent research into the development and testing of coordinated approaches to the organization and delivery of educational services to adults at the community, regional and national levels.

ANNOTATED BIBLIOGRAPHY

I. Overview of Adult Education
    A. Goals
    B. Roles
    C. Trends

II. Legislation

III. Governance

IV. Articulation and Coordination

V. Delivery Systems
    A. Public Schools
    B. Community/Junior Colleges
    C. Mixed

VI. Evaluation
    A. Cost-Benefit Analysis
    B. Other Evaluation Studies

VII. Financing
    A. Federal
    B. State
    C. Local

VIII. Professionalization
    A. General
    B. Staff Development

IX. Bibliographies

X. Directories

Overview of Adult Education

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Goals

Aker, George F., and Carpenter, William L. "What Research Says about Public School Adult Education." Florida State University, Tallahassee, 1966. Pp. 30. ERIC: ED 011 358.

A review of the research indicates that adults lacking literacy skills are not being reached by public school adult education programs. The authors suggest steps which may help to overcome this problem. These include developing policies and programs separate from the regular day school, more involvement by students in the program planning, a planned program of promotion, and a program of continuous research and evaluation. Unfortunately, the lack of relevant research makes such suggestions necessarily matters of opinion.

Bryson, Lyman. Adult Education. New York: American Book Company, 1936. Pp. 208.

The author discusses the functions of adult education and examines the various agencies which conduct adult education. He predicts that the responsibility for adult education will increasingly gravitate to the public schools, assuming that present trends seen by the author continue.

Cortwright, Richard, and Brice, Edward W. "Adult Basic Education." Handbook of Adult Education. Edited by Robert M. Smith, George F. Aker, and J. R. Kidd. New York: Macmillan, 1970. Pp. 407-423.

Discusses the purposes of adult basic education and the programs necessary to achieve these purposes. Adult basic education should go beyond mere skills training to the inculcation of a variety of knowledges enabling the student to get along on his job and in his everyday living. Unfortunately the authors cite little research to back up their suggestions.

Knowles, Malcolm S. The Modern Practice of Adult Education: Andragogy versus Pedagogy. New York: Association Press, 1970. Pp. 384.

As the base of this description of the new technology of adult education, the author describes the role and mission of the adult educator. He points out that adult education may meet societal needs, individual needs, or institutional needs.

Medsker, Leland L. *The Junior College: Progress and Prospect*. New York: McGraw-Hill, 1960. Pp. 367.

In a study of junior colleges in 15 states, the author examines the potential and the reality of the junior college movement. Interviews with administrators of the colleges reveal that most administrators feel adult education is definitely a part of the junior college obligation, and that the junior college is the logical institution to coordinate adult education efforts in a community, largely because the drawing power of the junior college is greater than that of the public schools, where adults are concerned, and hence they have more involvement with adult programs.

Schroeder, Wayne L. "Adult Education Defined and Described", in *Handbook of Adult Education*, edited by Robert M. Smith, George F. Aker, and J. R. Kidd. London: Macmillan, 1970. Pp. 25-43.

The author describes the major issue in determining the goals of adult education as the conflict of individual needs and societal needs. He proposes that the unifying goal of adult education be the development of a "mature personality."

Steeves, Roy W. "Relevancy and Reason in the Development of Adult Education Programs." *Adult Leadership*, XVIII (February, 1970), 241-242.

Author claims that the move towards a vocationally oriented adult education curriculum, accelerated by federal funds of the 60's, is reactionary and ignores the needs of the (middle class) majority of the American people.

Xerox Corporation. Special Projects Section. *Federally-Funded Adult Basic Education Programs: A Study of Adult Basic Education Programs in Ten States*. New York: Xerox, 1967. Pp. 297.

The study looks at ABE as a process designed to bring about a set of social changes (outputs) among members of a given target population (input). The study attempts to describe the input, assess the value and reasonableness of the output goals, and evaluate the adequacy of the process, using an extensive data base gathered from the 10 states. The report concludes that the desired output variables are being achieved to some degree, but that the programs should begin to emphasize social and civic needs of participants as well as educational needs.

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Roles

Bogue, Jesse P. The Community College. New York: McGraw-Hill, 1950. Pp. 390.

Discusses the philosophy and the variety of roles which the community college plays in our country. One of these roles is the provision of life-long education for the adults in the community. Continuing education is necessary in our complex society, and the community colleges have an obligation to provide that education.

Bushnell, David S. Organizing for Change: New Priorities for Community Colleges. New York: McGraw-Hill, 1973. Pp. 237.

Interprets the data gathered through administration of questionnaires to a cross-sectional sample of 10,250 students, 2,491 faculty members, and 90 presidents in 92 community colleges. Describes in detail the characteristics of the students and the faculty; compares and contrasts the views of students, faculty, and presidents of the long-range goals; considers the goals in four major areas of activity, analyses barriers to their achievement, and evaluates strategies for achieving them; and points out how community colleges might respond to the social and economic trends of the 70's. The study excluded adult students from their sample, except for full-time regularly enrolled students.

Caliver, Ambrose, and Holden, John B. "Government's Concern for Adult Education." School Life, XXXIX (June, 1957), 5-6.

The article describes the adult education responsibilities of the public schools, the State Department of Education, and the U.S. Office of Education.

Clark, Burton R. Adult Education in Transition: A Study of Institutional Insecurity. Berkeley: University of California Press, 1958. Pp. 202.

A sociological study of educational administration, emphasizing an analysis of organizational action as a way of understanding processes of institutional change. The author claims that the diffuse and confused goals of most adult education programs allow their purpose to become subverted to that of simple survival of the institution of which they are a part, rather than service to the student population.

Clark, Burton R. The Open Door College. New York: McGraw-Hill, 1960. Pp. 207.

A case study of the development of San Jose Junior College, which illustrates the problems of achieving an organizational identity and role. Author claims that because the adult education function of the junior college is not

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too different from the other functions of the college, such a program is more stable than a public adult school program, which is more marginal to the public school system, and must continually shift in response to whims of the community population.

Griffith, William S. "Adult Education: The Challenge to the Junior College." Address presented at the Third Annual Illinois Junior College Conference, Rockford, Illinois, October 25, 1968. ERIC: ED 025 691.

The author points out the rapidly expanding opportunity for junior college adult education programs, but warns against 5 forces which tend to restrict the scope of such programs. He proposes 5 action steps to overcome these forces.

Houle, Cyril O. "The Obligation of the Junior College for Community Service." Junior College Journal, XXX (May, 1960), 502-516.

The author calls for a strong community service orientation for junior colleges. One of the aspects of community service should be coordination with other AE institutions to avoid duplication and expand the total AE offerings available.

Jennings, Frank E. "Junior Colleges in America: The Two-Year Stretch." Change (March-April, 1970), 15-25.

The author predicts that junior colleges will become increasingly important in our country, but warns against the belief that they are a form of social magic, which can solve all our problems. He calls for an emphasis on junior colleges as teaching institutions.

Morrison, Archie. "The Views of California Junior College Administrators, Instructors, and Boards of Trustees in Junior College Education." Unpublished Ed.D. dissertation, University of California at Los Angeles, 1963. Pp. 266.

350 junior college personnel from 47 colleges were asked to respond to a number of issues identified in a review of the literature. One of the findings of the study is that adult education is ranked as the least important of nine general purposes of a junior college.

Murphy, James P. "The Emergence of Continuing Education/Community Service/Adult Education as a Community College Function." 1969. Pp. 13. ERIC: ED 048 854.

Discusses the history and development of these community college functions.

Palinchak, Robert. The Evolution of the Community College. Metuchen, New Jersey: Scarecrow Press. 1973. Pp. 364.

The author attempts to define the role and philosophy of the comprehensive community college, as distinct from other two-year and four-year institutions. He presents a review of the discussion of the community service function of the community college. He concludes that everything a college does is either a service or a disservice, and suggests that the ability of the two-year college to move beyond its former role as Junior college depends on how well it meets its mandate for service to the community.

Pixley, Loren W. "The Level of Importance of Adult-Oriented Education in Selected Illinois Public Junior Colleges." Unpublished Ph.D. dissertation, Southern Illinois University, 1972. Pp. 206.

Compares the importance of adult programs in six Illinois junior colleges with the importance of degree-oriented and occupational-oriented programs. Concludes that the adult program is the least important. Data includes pay schedules for teachers, legislative provisions for the 3 programs, qualifications of administrators in the 3 programs, and a review of statements published by various boards concerned with Illinois junior colleges.

Whipple, James B. Community Service and Continuing Education: A Literature Review. Occasional Paper No. 20, Syracuse University Publications in Continuing Education, Syracuse, N. Y.: Syracuse University Press, 1970.

A review of the literature in the ERIC Clearinghouse on Adult Education which pertains to Title I of the Higher Education Act of 1965. Speaks to the questions of the relation between community service and continuing education, the responsibility of institutions of higher education for community service, and the essential ingredients for an effective statewide system of community service and continuing education.

Trends

Carnegie Commission on Higher Education. The Open-Door Colleges: Policies for Community Colleges. New York: McGraw-Hill, 1971. Pp. 74. ERIC: ED 048 846.

Discusses the role and policies of community colleges. Presents projections of enrollment in 2-year colleges to 1980, by states, and to 2000, on a national basis. The report recommends that by 1980 every student in the U. S. be within commuting distance of a community college.

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Gleazer, Edmund J., Jr. Project Focus: A Forecast Study of Community Colleges. New York: McGraw-Hill, 1973. Pp. 239.

The report of an 18-month study which gathered information from nearly 100 community colleges. The study deals with changes in five areas: the student population, services offered, organization and governance, financial support, and community relations. Detailed presentations of the data are found in a companion book (see Bushnell, 1973). Author claims that community colleges must place more emphasis on non-transfer students.

Houle, Cyril O. "Federal Policies Concerning Adult Education." School Review, LXXVI (June, 1968), 166-189.

The author examines past federal policies for adult education, and then shows how these policies seem to be changing, to allow greater diversity of purpose, more coordination, initiation, and control at the federal level, and greater diversity of adult education institutions which receive federal support.

Knowles, Malcolm S. The Adult Education Movement in the United States. New York: Holt, Rinehart and Winston, 1962. Pp. 335.

Chapter 5 deals with the growth of coordinative organizations in segments of adult education. Chapter 7 deals with the characteristics and dynamics of the field of adult education. Knowles presents forces favoring and opposing the coordination of adult education, and concludes that the forces are nearly balanced, with a slight tendency towards the weakening of the opposing forces and the strengthing of the favorable forces.

Liveright, A.A. "Some Observations on the Status of Adult Education in the U.S. Today." Adult Education, XVI (Summer, 1966), 239-246.

In a report based on the "Study of Adult Education" done for the U.S. Office of Education, the author comments on the lack of information in the field of adult education, then lists some of the trends and needs of adult education. Author sees adult education moving away from its emphasis on middle and higher classes.

Reid, Alban E., Jr. "A History of the California Public Junior College Movement." Unpublished Ph.D. dissertation, University of Southern California, 1966. Pp. 730.

Based on a review of legislation, institutional records, and other written material, the author traces the history of the California junior college movement from its inception. The author perceives recent tendencies towards limiting the scope of the junior college by raising admission standards, charging tuition, and curtailing the non-transfer functions of the college, such as community service and vocational education. Moves in this direction would weaken the junior college. The federal government would sponsor educational programs for the disadvantaged in alternate institutions, resulting in a net loss in status, enrollment, and financial support for the junior college.

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Legislation

Dorland, James R. "The Impact of Legislation on Adult Education" in *Administration of Continuing Education*, edited by Nathan C. Shaw. Washington, D.C.: National Association of Public School Adult Educators, 1963. Pp. 118-135.

A review of federal legislation in the 1960's affecting adult education. The author explains the impact of individual acts and some of the problems left unmet by existing legislation.

Draper, William B. "A Survey of Federal Legislative Influence on Public School District Adult Education in Michigan." Unpublished Ph.D. dissertation, Michigan State University, 1967. Pp. 262.

Questionnaires were sent to 185 public school adult education administrators in federally- and non-federally funded districts in Michigan. On the basis of the replies it was found that federal legislation on adult education resulted in increases in
1) expenditure of local tax funds for adult education in 27 per cent of the districts with adult education programs in Michigan;
2) the number of adult education administrators employed in 20 per cent of these districts;
3) the employment of teachers trained to teach adults in 20 per cent of these districts; and
4) the total number of adult education courses offered in 40 per cent of those districts.

Education Commission of the States. "Community and Junior Colleges in Perspective." Denver, 1971. Pp. 4. ERIC: ED 050 698.

Presents a general policy statement on a number of issues, including federal assistance, also outlines the principles for federal and state action relating to community junior colleges.

Jeanroy, Donald L. "Legal Aspects of Public School Adult Education." Unpublished Ph.D. dissertation, University of Wyoming, 1972. Pp. 104.

In an attempt to remedy the patchwork nature of the current adult education legal framework, the author reviews past legislation regarding public school adult education (beginning 1823), and recommends a model adult education act.

Miller, Leon F. "Statutory Provisions for Public School Adult Education and Their Implementation." Unpublished Ph.D. dissertation, University of Chicago, 1950. Pp. 471.

Includes a summary of the provisions for public school adult education in each state, and an analysis of the evolution of adult education in each state over a twenty year period. Concludes that except in the areas of vocational and rehabilitation education for adults, there is no systematic provision for adult education in the states. Only 23 states had even a part-time person in charge of adult education. Methods of apportioning state aid varied widely from state to state. Author concludes that while some states have shown marked progress in providing adult education, there would be greater progress if the legislative definition of adult education were expanded, and greater emphasis placed on the role of the public school in adult education.

Mitchell, Nicholas P. "Six Years of Adult Basic Education Legislative Activity." *Adult Leadership*, XVII (November, 1968), 209-210, 255.

A review of significant ABE legislation, beginning with the Adult Literacy Bill (which did not pass) in 1962.

National Advisory Council on Adult Education. Annual Report. March 1973. Washington, D.C.: 1973. Pp. 41.

Presents the council's recommendations for legislation to replace the Adult Education Act which terminated June 30, 1973. The plan makes no recommendation as to which institutions should carry out adult education. Each state is to receive a base grant of $150,000 plus an additional amount determined by the number of adults in the state not possessing a certificate of secondary school completion.

National Advisory Council on Adult Education. *Federal Activities in Support of Adult Education*. Washington, D.C.: National Advisory Council on Adult Education, 1972. Pp. 104.

The report presents a directory of Federal programs which provide adult education. The report notes the lack of coordination among the various programs, and urges the creation of an agency to coordinate federal activities in this field. However, the report does not provide evidence as to why there is so little coordination among the various programs.

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National Association for Public Continuing and Adult Education. *Public Continuing and Adult Education. 1973 Almanac.* Washington, D.C.: National Association for Public Continuing and Adult Education, 1973. Pp. 182.

Pages 15-32 contain a review of federal legislation and a state-by-state summary of state support for adult education. The summary is brief, but presents the highlights from each state.

Pennsylvania State University, Continuing Education Division. "Federal Acts Relating to Continuing Education and Public Service Activities." University Park, 1969. Pp. 28. ERIC: ED 033 315.

A listing and brief description of 82 Acts of Congress which relate to continuing education and public service activities. Of these, 49 acts specifically authorize funds for such programs, and 33 do not specifically authorize funds, but seem flexible enough to support such programs.

Struthers, Frederick R. "The Development of Community Junior College Legislation in the United States to 1961." Unpublished Ph.D. dissertation, University of Texas, 1963. Pp. 308.

Describes the trend of legislation from a strict definition limited to transfer program, to today's legislation allowing or even encouraging a comprehensive curriculum. The author also describes the increasing trend towards state support and state control.

U.S. Congress. House. *A Compilation of Federal Education Laws. Issued Biennially* by the Committee on Education and Labor, Carl D. Perkins, Chairman. Washington, D.C.: Government Printing Office, October, 1971. Pp. 748.

U.S. Congress. Compilation of Higher Education Laws, 1972. Issued by the House Committee on Education and Labor, Carl D. Perkins, Chairman, and the Senate Committee on Labor and Public Welfare, Harrison A. Williams, Jr., Chairman. Washington, D.C.: U.S. Government Printing Office, 1972. Pp. 247.

U.S. Congress. Library of Congress. *Federal Educational Policies, Programs and Proposals. Part I: Background; Issues; Relevant Considerations*, by Charles A. Quattlebaum. Washington, D.C.: Government Printing Office, 1968. Pp. 167.

U.S. Congress. Library of Congress. *Federal Educational Policies, Programs and Proposals. Part II: Survey of Federal Educational Activities*, by Charles A. Quattlebaum. Washington, D.C.: Government Printing Office, 1968. Pp. 505.

U.S. Congress. Library of Congress. Federal Educational Policies, Programs and Proposals. Part III: Analysis and Classification of the Programs, by Charles Quattlebaum. Washington, D.C.: Government Printing Office, 1968. Pp. 332.

This three-volume work lists, by agency, every federal program relevant to education in the United States. Volume I discusses the duties of each of the federal agencies in regard to education.

U.S. Congress. Public Law 92-318. Education Amendments of 1972. Title I - Higher Education. Part A - Community Service and Continuing Education Programs.
Part J - Improvement of Community Colleges and Occupational Education, Amendment to the Title X of the Higher Education Act of 1965.
Part C - Section 1071 of Title X mandates a Bureau of Occupational and Adult Education. This is an unusual action by Congress, reorganizing a sub-part of an executive department and creating a position of Deputy Commissioner for the Bureau.

U.S. Department of Health, Education and Welfare. Office of Education. Adult Education - Biennial Survey of Education in the U.S. 1934-36, by Maris M. Proffit. Bulletin No. 2 (1961).

Describes the broadening scope of adult education in the thirties with an emphasis on federally assisted programs.

Wattenbarger, James L., and Martorana, S.V. "The Laws Relating to Higher Education in the Fifty States: January 1965-December 1967." ERIC Clearinghouse for Junior College Information, Los Angeles, 1970. Pp. 36. ERIC: ED 044 097.

Summarizes each state's legislation during the 3-year period, and describes patterns which emerge from a study of the laws. Among the 11 trends listed are the establishment of state level coordinating boards and the almost complete separation of the junior college from secondary education.

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Governance

Hickman, Marmette, and Lieske, Gustave R. "The Current Status of Community College Organization, Control, and Support." University of California, Los Angeles, 1969. Pp. 26. ERIC: ED 032 041.

An update of a 1967 study, which presents a nationwide picture of the organization, control, and support of community colleges. Comparison of the data of the two studies revealed that the increase in the number of junior colleges may be slowing down, but that more local governments, as opposed to state governments, are initiating new junior colleges. A number of other changes are also noted. No specific mention is made of adult education in community colleges.

Medsker, Leland L., and Clark, George W. *State Level Governance of California Junior Colleges*. Berkeley: Center for Research and Development in Higher Education, 1966. Pp. 100.

A study of the advisability of establishing a state board for junior colleges, and the nature of the board should it be established. Data consisted of opinion surveys of interested personnel, studies of legislation, and a study of governance boards in other states. In a brief section on adult and vocational education, the report recommends the establishment of a special agency with which the junior college board could contract for adult and vocational services.

Medsker, Leland L., and Tillery, Dale. *Breaking the Access Barrier: A Profile of Two-Year Colleges*. New York: McGraw-Hill, 1971. Pp. 183.

The authors point out that most states permit or encourage community colleges to offer continuing or developmental education for adults and older youths. Their analysis of the control of community colleges considers this fact among several others in asserting that there are two conflicting trends in community college control. On the one hand the state is increasingly supporting and hence controlling the college. On the other hand, communities are demanding more responsiveness to unique local needs.

Morsch, William. *State Community College Systems. Their Role and Operation in Seven States*. New York: Praeger, 1971. Pp. 149.

For California, Florida, Illinois, Michigan, New York, Texas, and Washington, gives a description of the state level agencies, what they control, and the forces enhancing and hindering their control and coordination. No specific mention is made of adult education.

Richardson, Richard C.; Blocker, Clyde E.; and Bender, Louis W. Governance for the Two-Year College. Englewood Cliffs, N. J.: Prentice-Hall, 1972. Pp. 245.

The book deals primarily with the internal governance of two-year colleges. Three chapters deal with national, state, and local influences (including state and local boards of control). The authors make a distinction between the administration of a college (i.e., the relatively short-term running of the affairs of the college), and the governance of a college (i.e., the setting of norms and goals and policies of the college). They urge a participatory model, in which student, faculty, and administration all work together to find solutions to issues of joint concern.

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Articulation and Coordination

Beder, Harold W., III. "Community Linkages in Urban Public School Adult Basic Education Programs: A Study of Co-Sponsorship and the Use of Community Liaison Personnel." Unpublished Ph.D. dissertation, Columbia University, 1972. Pp. 189.

Presents a study of ABE programs which worked cooperatively with community agencies. Discusses the costs and advantages of establishing such linkages. Primary benefits to the ABE program are help in enrolling and retaining students from the specific target population, reducing costs, and providing services supportive of classroom instruction. Primary costs are reduced autonomy and time required to maintain the linkage. The benefits to the community agencies included more efficient fulfillment of the mission of the agency.

Houle, Cyril O. "The Co-ordination of Public Adult Education at the State Level." Unpublished Ph.D. dissertation, University of Chicago, 1940. Pp. 237.

A study of the AE programs and agencies and the state government structural organization in order to discover if coordination of AE programs can be effected within the present state structure. Coordination is defined by an outline of theoretical principles. He concludes that coordination of AE is part of state-wide co-ordination and makes recommendations for further coordination.

Kansas City School District. "Special Project for Coordinated Adult Basic Education, 1968-69. Final Report." Kansas City. 1969. Pp. 348. ERIC: ED 061 475.

Describes a project which coordinated the ABE components of four federally funded agencies in the Kansas City area (WIN, CEP, MDT, and the Extended Services Department of the Kansas City School District). Several other agencies were also involved. Principle benefits to the agencies were savings in program costs, experienced professional leadership, manageable pupil-teacher ratio, and the provision of day-time classes. The report recommends provisions which should be included in a coordination agreement.

Myran, Gunder A. Community Service Perceptions of the National Council on Community Services. East Lansing: Michigan State University (Research and Report Series, Ke-logg Community Services Leadership Program) 1971. Pp. 34. ERIC: ED 049 724.

A questionnaire survey returned by 192 of the 300 members of the National Council on Community Services indicates that cooperation with other educational agencies, governmental units, and citizens groups is considered to be vital. Cooperation with other specialized agencies or groups such as the YMCA, veterans groups, etc., is considered less important.

Niemi, John A. "Conflict or Accommodation? The Need for Articulation Between the Adult Evening School and the Community College." Continuous Learning, IX (January, 1970), 31-33.

Presents a case for cooperation between evening schools and community colleges in adult education offerings. If the institutions remain in conflict, the community colleges will tend to overpower, and hence weaken, the public school program; or offer courses which could be handled more effectively by the public school. In either event, the community is the loser.

Timken, Joe E., and Harrison, M. Mattie. Adult Basic and Continuing Education through Oklahoma Learning Centers. Oklahoma City: Oklahoma State Department of Education, 1970. Pp. 75. ERIC: ED 048 570.

Guidelines for administrators and teachers in the Oklahoma Adult Learning Centers. Topics covered include State and Federal regulations, establishing a program, financing, ABE programs, guidance, and counseling services. The authors present a construct for interaction among adult education agencies, coordinated at the state level by the state adult education associationand at the local level by the public school learning centers.

Delivery Systems

Public Schools

Cortwright, R. W., and Dorland, J. R. "In 1-2-3 Order: How to Set Up an Adult Education Program." American School Board Journal, CLVI (February, 1969), 19-22.

Suggests three basic principles when setting up an adult education program: local control by board of education, public financing, and balanced program offerings. Authors give practical suggestions for meeting these principles. Only very general mention is given to coordinating the program with other adult programs in the area.

Crossland, R. J. "Two or More 'Nudges' for Adult Basic Education." Michigan Education Journal, XLIV (September, 1966), 18-19.

Discusses the recruitment of ABE students, and the benefits of centralized vs. decentralized classes: the ability to use special teaching devices and team teaching, which would be too expensive in decentralized classes, and the avoidance of the stigma of holding classes in the local elementary school.

Dorland, James R., and Baber, Gaye M., comps. Public School Adult Education Program Study. Washington, D.C.: National Association for Public School Adult Education, 1967. Pp. 31. ERIC: ED 022 982.

Includes statistics on enrollment, salary, in-service training, etc., for 338 schools in large districts with adult education programs. Only 41.1% of the districts had full-time adult education directors.

Graff, Orin B.; and Edwards, Funson. "Trends in Public School Adult Education." Adult Education, IX (Autumn, 1958), 8-11.

From a review of the literature and a survey of 108 adult school directors the authors identify major trends in public school adult education. The public school is seen as the major agency responsible for adult education, with most of the financial support coming from local sources. The two major trends were simply the establishment of an adult education department and the designation of an adult school director.

Johnstone, John W.C., and Rivera, Ramon J. Volunteers for Learning: A Study of the Educational Pursuits of American Adults. Chicago: Aldine, 1965. Pp. 624.

Perhaps the most comprehensive survey of adult education offerings and students ever made in any country. The data of the survey show that adult basic education constitutes a minimal portion of adult education in the U.S., less than one per cent. The survey also reports on sponsorship of various types of adult education by different institutions. Unfortunately, the report does not separate junior colleges from four year institutions in reporting this data.

Kirk, William D. "An Analysis of Adult Basic Education in Missouri." Unpublished Ed.D. Thesis, Arkansas University, 1968. Pp. 106.

Studies the expenditure of Federal funds in Missouri under the Adult Education Act of 1966, involvement by state agencies in ABE programs, and characteristics of the adult students.

Luke, Robert A., and Warren, Virginia B., eds. It Can Be Done: Practical Suggestions for Building an Adult Education Program That Has Impact. National Association for Public School Adult Education, Washington, D.C., 1964. Pp. 60. ERIC: ED 024 914.

A manual of suggestions for setting up new public school adult education programs and enriching existing programs. Local control and tax support are considered essential.

Mann, George C. "The Development of Public School Adult Education." Public School Adult Education: A Guide for Administrators, Revised Edition. Edited by John H. Thatcher. Washington, D.C.: National Association of Public School Adult Educators, 1963. Pp. 1-18.

A history of public school adult education from colonial times to 1962. The author discusses the influence of state and federal aid on the development of public school adult education.

Meeth, Louis H., Jr. "The Development of General Adult Education Under the Minimum Foundation Program." Unpublished Ed.D. dissertation, Florida State University, 1965. Pp. 368.

A study of the development, organization, and scope of the General Adult Education Program from 1947-48 to 1961-62.

Minzey, Jack D., and LeTarte, Clyde. Community Education: From Program to Process. Midland, Michigan: Pendell, 1972. Pp. 275.

The authors define the process of community education and describe various programs through which this process may be implemented. Adult education is one of the major programs discussed. The authors look upon adult education as a means for involving individuals in the community. They discuss the funding and recruitment of students for adult education programs, and stress the importance of coordinating the programs offered by various community agencies and the schools.

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National Education Association. "Adult Education Statistics, 1968-69.: Washington, D.C., 1968.

Statistical information on adult education programs in school systems with enrollments over 6,000. Includes information on enrollments, teachers, and wages.

National Education Association. Division of Adult Education Service. *A Study of Urban Public School Adult Education Programs of the United States*. Washington, D.C.: National Education Association, 1952. Pp. 171.

A nation-wide survey of adult education programs. Presents data on enrollments, finance, cooperation with other community agencies offering adult education, and administration of adult education programs.

Pummell, Milton F. *How to Start an Adult Education Program, Suggestions for School Boards*. How To Series, Book I. Toronto: Canadian Association for Adult Education, 1967. Available from CAAE, Corbett House, 21-28 Sultan Street, Toronto 5, Ontario. Pp. 24. ERIC: ED 015 407

The handobok discusses the scope of the Adult Education program in Canada, the planning, organizing and administration of an adult education program, the financing of such a program, and the coordination of day and evening programs. There is a section on school board cooperation with other agencies.

Totten, Fred W. "Community Education: Some Basic Understandings." Mott Graduate Study Program, Flint, Michigan, n.d. Pp. 10.

The author clarifies the primary target of community education. While it is important to aid adults and out-of-school youth with their learning needs, it is even more important to enrich and improve the learning experiences of children in grades K through 12 or 14.

Community/Junior Colleges

Blocker, Clyde E.; Plummer, Robert H.; and Richardson, Richard C., Jr. *The Two-Year College: A Social Synthesis*. Englewood Cliffs, N.J.: Prentice-Hall, 1965. Pp. 298.

Advances the thesis that the functions performed and emphasized by a two-year college will be largely determined by the sociopolitical viewpoints of those who influence the development of the college. Four viewpoints are identified: reactionary, conservative, liberal, and radical. The authors contend that the conservative viewpoint is currently predominant, although liberalizing trends can be seen. Of the four viewpoints, the liberal is the most sympathetic to community services and adult education as a function of the two-year college.

Compton, J. Lin; Haimeister, Dennis R.; and Spear, George. "Some Trends in Community Services Programs in Community Colleges in the United States: A Quantitative Assessment and Some Qualitative Views." 1970. Pp. 53. ERIC: ED 043 322.

Outlines the current status and potential directions of community-junior colleges community services programs, using data collected from 301 community colleges. Among the trends listed were the development of more programs for disadvantaged students and coordination with other agencies to avoid duplication.

Douglass, Stephen A., Jr. "Status of Non-Credit Adult Education in the Community Colleges of the North Central Accrediting Region." Unpublished Ed.D. dissertation, University of Missouri - Columbia, 1971. Pp. 101.

Basically a survey of non-credit adult courses, teachers, and administrators. Data were provided by 23 metropolitan and 71 non-metropolitan colleges. Covers such topics as funding, how course offerings are determined, the use of advisory committees, and coordination with other educational agencies offering similar courses.

Festine, Armond J. "A Study of Community Services in the Community Colleges of State University of New York." Unpublished Ed.D. dissertation, Syracuse University, 1967. Pp. 149.

Studies the commitment of each of the community colleges to provide community services, the extent to which each does provide community services, and the factors affecting the community service program. Author concludes that community services are not accepted as a major educational objective of the community colleges and that the services which are offered are primarily those designed for the cultural enrichment of the community.

Harlacher, Ervin L. *The Community Dimension of the Community College*. Englewood Cliffs, N.J.: Prentice-Hall, 1969. Pp. 140.

Drawing on data collected from visits or correspondence with 65 community college districts, the author examines the history of community service functions, the current objectives, implementation, and problems of community service functions, and concludes with a prediction of seven future trends in community services offered by community colleges.

Harlacher, Ervin L. "The Community Renewal College." Unpublished essay, Brookdale Community College, Lincroft, New Jersey, 1972. Pp. 16. ERIC: ED 071 660.

Presents the case for a community renewal college, which would act as a catalyst to reverse the downward trend of community change by providing education for all the residents of the community, and by de-emphasizing degree-oriented curricula.

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Harlacher, Ervin L. "Community Colleges." Handbook of Adult Education. Edited by Robert M. Smith, George F. Aker, and J. R. Kidd. New York: Macmillan, 1970. Pp. 213-230.

Insists that the true role of the community college is to become an integral part of the community. Identifies eight issues in community service, including coordination with other community groups, communication with the target groups, and support from all areas of the college.

Johnson, Lamar B. Islands of Innovation Expanding: Changes in the Community College. Beverly Hills, California.: Glencoe Press, 1969. Pp. 352.

Reports on present and planned innovations in over 250 community colleges, with an emphasis on innovations in instruction. Although the author deals extensively with developmental teaching for low achievers, he makes only three brief references to programs specifically for adults.

Martorana, S. V. "Problems in Adult Education in the Junior College." Junior College Journal, XVIII (November, 1947), 115-123.

In a mailed questionnaire, 144 junior colleges with adult education programs were asked to rank a list of 13 problems. The article shows how the 13 problems were ranked by different types of junior colleges. The major problems were developing criteria for determining the need for courses, obtaining instructional staff, determining the scope of the program, and financing the program.

Martorana, S. V. "Status of Adult Education in Junior Colleges." Junior College Journal, XVIII (February, 1948), 322-331.

A questionnaire sent to all 648 public and private U.S. junior colleges received 337 replies. Of these, 144 offered adult education programs. Most of these programs were recent in origin. Fifty per cent offered courses preparatory to higher education, and 96.5% offered courses nonpreparatory to higher education, particularly in the vocational areas.

Medsker, Leland L., and Tillery, Dale. Breaking the Access Barriers: A Profile of Two-Year Colleges. New York: McGraw-Hill, 1971. Pp. 183.

The authors point out that most states permit or encourage community colleges to offer continuing or developmental education for adults and older youths. They discuss some of the problems seen in classes for the undereducated, such as inconsistent grading standards and lack of attention to motivation of students.

Myran, Gunder A. Community Service Perceptions of the National Council on Community Services. East Lansing: Michigan State University (Research and Report Series, Kellogg Community Services Leadership Program), 1971. Pp. 34. ERIC: ED 049 724.

Questionnaires returned by 192 of the 300 members of the National Council on Community Services provide data on their perceptions of the nature, purpose, and functions of the community college, the definition of community service, and community need, and the key elements of a community service program.

Myran, Gunder A. Community Services in the Community College. Washington, D.C.: American Association of Junior Colleges, 1969. Pp. 60.

Presents a taxonomy of community services, with three main divisions: self-development functions, community development functions, and program development functions.

National Education Association. Division of Adult Education Service. A Study of Urban Public School Adult Education Programs of the United States. Washington, D.C.: National Education Association, 1952. Pp. 171.

Presents information on the extent of the interest and participation in adult education of the 366 junior colleges included in the study. Over 3/4 of the colleges included adult education in their catalogues. Most of the programs were new.

Roueche, John E. "Adult Education in the Junior College." Junior College Research Review, III (November, 1968). Pp. 4. ERIC: ED 025 240.

A review of seven documents in the ERIC Clearinghouse for Junior College Information which indicate the growing interest in AE. Some implications for the future are discussed, particularly the need for coordination with employers and the problems of certification of teachers for adults. He concludes that no special training, beyond a regular teaching certificate, is needed for adult education instructor.

Schroeder, Wayne L. "Significant Research in Junior College Adult Education." Florida State University, Tallahassee, n. d. Pp. 12. (mimeographed)

A review of the literature concerning adult education in junior colleges in the United States, particularly in Florida. The review deals with three questions: To what extent are junior colleges fulfilling their adult education obligation? What factors are associated with the fulfillment of this obligation? How tenable are non-committal attitudes toward Junior College Adult Education voiced by some influentials? The author concludes that adult education enjoys only marginal status in most junior colleges, and only by securing the commitment of a core of influentials can this be changed.

Schwartz, Leonard C. "Adult Education in Selected Community Colleges of State University of New York: Its Support and Control According to the Records and as Reported by College Officials." Unpublished Ed.D. dissertation, Syracuse University, 1966. Pp. 194

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Studies the financing and control of the educational programs for part-time students in 13 New York State Community Colleges. Data were collected through interviews with administrators of the colleges and examination of the college records. The evening program was seen as an income-producing appendage of the regular college program by most college administrators, since tuition charges generally exceeded program costs.

Waits, Marilyn. "Ivy in the Ghetto." American Education, V (December, 1968), 26-28.

Describes experimental adult basic education programs in four urban community colleges. Author claims that community colleges are better equipped to offer ABE than public schools because students prefer to go to an institution which serves mature people, and the colleges have a shorter lead time needed to prepare a course.

Mixed

Adams, Dewey Allen. "Review and Synthesis of Research Concerning Adult Vocational and Technical Education." Ohio State University, Columbus, 1972. ERIC: ED 064 469.

A review of the literature, with special attention to the role of public secondary schools and community colleges in contributing to adult vocational and technical education. Special sections on advisory committees and the facilitation of adult learning. Among the author's conclusions is that a proliferation of adult education agencies will lead to increased articulation between the agencies in the future.

Bolino, August C. Career Education: Contributions to Economic Growth. New York: Praeger, 1973. Pp. 234.

The book is an attempt to quantify enrollments in various types of nonformal education and to estimate their contributions to economic growth. In the process, the author presents an historical review of the growth of adult education, adult vocational education, and other forms of career education from 1900 to 1970.

Cook, Wanda D. "A History of Adult Literacy Education in the United States." Unpublished Ph.D. dissertation, Florida State University, 1971. Pp. 256.

Covers the years 1900-1970. A fairly superficial listing of some of the programs in literacy education in the United States.

De Sanctis, Vincent. "ABE Statistics: What You See is What You Get, Maybe." Adult Leadership, XIX (April, 1971), 345-46.

The author contends that the only major source of ABE statistics - Adult Basic Education Statistics: Student and Staff Data - leaves out much relevant data and presents data in an inefficient way. This increases the difficulty of accurately describing ABE programs.

National Advisory Council on Adult Education. Annual Report. March, 1973. Washington, D. C.: 1973. Pp. 41.

Appendix A presents statistical tables, by state, race, and age, of participation in adult education and ABE programs.

Thomas, J. Alan; Griffith, William S.; et al. Adult and Continuing Education. Special Study Number 5 of the National Education Finance Project. Chicago: Midwest Administration Center, University of Chicago, 1970. Pp. 209. ERIC: ED 047 230.

Chapter one gives an overview of the history and development of adult education, particularly in the public schools. They argue that federal aid has influenced adult education in public schools more than state aid has, and that public school adult education is becoming increasingly professional.

U.S. Department of Health, Education, and Welfare. Office of Education. National Center for Educational Statistics. Adult Basic Education Program Statistics. Students and Staff Data July 1, 1969 - June 30, 1970, and Summary of Years 1966-1970 by Nicholas A. Osso. Washington, D.C.: Government Printing Office, 1971. Pp. 52.

The 3rd in a series of annual reports on federal ABE programs. Presents comparative statistics on enrollment, student characteristics, completions, separations, teachers, [illegible] facilities, and inservice training for a 5-year period.

U.S. Department of Health, Education, and Welfare. Office of Education. National Center for Educational Statistics. Participation in Adult Education, 1969. Initial Report, by Imogene E. Okes. Washington, D.C.: Government Printing Office, 1971. Pp. 55.

Report of a nationwide survey of participation in adult education. Presents data on the age, sex, and race of participants, and the institutional sources of adult education utilized by participants.

Xerox Corporation. Special Projects Section. Federally Funded Adult Basic Education Programs. New York: Xerox Corporation, 1967. Pp. 297.

A survey of ABE programs in ten states. The report presents information on student characteristics, program characteristics, and effects on the students. Among the survey's findings were that hard core elements of the target population were not being reached by ABE programs, and that ABE did not significantly affect the employment of students.

Evaluation

Cost-Benefit Analysis

Barsby, Steve L. Cost-Benefit Analysis and Manpower Programs. Lexington, Massachusetts: D.C. Heath, 1972. Pp. 180.

Examines the components and problems of cost-benefit analysis in the manpower area; describes applications to vocational education in secondary and post-secondary schools, in institutional out-of-school retraining under state and federal legislation, and in other manpower programs; compares cost-benefit ratios for each; and discusses the contribution of c-b analysis to program evaluation. Though coverage is limited to manpower programs, the procedures and problems discussed apply to all adult education cost-benefit studies.

Borus, Michael, ed. Evaluating the Impact of Manpower Programs. Lexington, Massachusetts: D.C. Heath, 1972. Pp. 280.

Proceedings of a 1971 conference at Ohio State University: Detailed analysis and critique of procedures for evaluating manpower programs, including cross-program comparison. Also considers the non-economic impact of these programs, including their impact on education and on the community. See annotations for Somers and Stromsdorfer and for Mangum & Robson, below.

Gephart, [illegible] J. "Decision Levels: A Neglected Factor in Cost-Benefit Analysis." Educational Technology, XI (September, 1971), [illegible].

A program involves decisions at many levels: individual, [illegible] Costs and benefits are different at each level. The author notes that we must be clear which decision level is involved when we do a cost-benefit analysis.

Grayson, Lawrence P. "Costs, Benefits, Effectiveness: Challenge to Educational Technology." Science, CLXXV (March 17, 1972), 1216-1222.

Author distinguishes between cost-benefit analysis (comparing resources to be used with results likely to be obtained) and cost-effectiveness analysis (comparing resources required by alternative methods of achieving same objective). Discusses some of the problems involved: including how to determine which benefits and costs to consider, how to measure them, how to take into account outcomes which can't be quantified. Author also discusses the costs, benefits and effectiveness of educational technology.

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Hansen, W. Lee, and Weisbrod, Burton A. *Benefits, Costs, and Finance of Public Higher Education*. Chicago: Markham, 1969. Pp.114.

A study of the methodology for estimating the benefits and costs of higher education based on California data. *Costs and benefits of college degree in terms of added earnings.* *Individual benefits* = median earnings of college graduate *minus* median for HS graduate *minus* allowance for greater ability and motivation of college graduate (25%) *times* years of life expectancy left, equals lifetime additional earnings, *discounted* at 5% gives present value of individual benefits. *Government benefits* = 10% of additional earnings for state and local taxes, 18% for federal taxes, *times* years of life expectancy, (minus allowance for out-migration for state and local) equals state and local and federal lifetime benefits. *Discounted* at 5% gives the present value of these lifetime benefits. *Individual costs:* Add average costs for 4 years of tuition and fees, foregone earnings, extra cost of room, board, and transportation. *State and local costs:* Average 4-year instructional and capital costs per student *minus* average 4-year tuition and fees.

Hardin, Einar and Borus, Michael E. *The Economic Benefits and Costs of Retraining*. Lexington, Mass.: D.C. Heath and Company, 1971. Pp.235.

A four-year investigation of a wide range of retraining courses to determine their cost-benefit ratios, net present value, and rate of return to the trainees, the government, and society. Found a consistent inverse relationship between the profitability of the courses and their duration. The trainees in the short courses (60-200 hours of instruction) had positive benefits and a negative investment cost regardless of their demographic and occupational characteristics. In the medium and long courses (201-1920 hours of instruction), the benefits were zero or negative and the costs were positive for trainees in almost every demographic category.

Mangum, Garth, and Robson, R. Thayne. "Measures of the Impact of the Community." *Evaluating the Impact of Manpower Programs*. Edited by Michael E. Borus. Lexington, Mass.: D.C. Heath, 1972.

Mangum and Robson assert, "If one is to know the real worth of the manpower programs, he must measure the total net impact on the community . . . It is necessary not just to identify the program's goals and see if they were achieved and at reasonable cost, but to find what else happened, positive or negative, which, though perhaps unforeseen or unintended, is still part of the impact." They consider that this can eventually be accomplished through a combination of careful measurement and "the qualitative judgments of informed experts."

North American Conference on Cost-Benefit Analysis of Manpower Policies, University of Wisconsin, 1969. *Cost-Benefit Analysis of Manpower Policies.* Edited by G. G. Somers and W. D. Wood. Kingston, Ontario: Industrial Relations Center, Queens University, 1969. Pp. 272.

A compilation of papers and notes on discussion presented at the conference, dealing with c-b theory and application. Discusses c-b measurement problems in detail. Points out, for example, that comparison with a control group is a more accurate measure of earning increases due to training than a before-after comparison. Differences due to ability and motivation must also be taken into account in each group. The common practice of inferring effects on national product from effects on earnings is in some doubt because of vacuum and displacement effects. These and other inconsistencies make c-b analysis more useful for improving a single program than for comparing programs.

Roomkin, Myron, "Evaluating Basic Education Programs for Adults: Some Conceptual and Methodological Problems." Paper presented to the Adult Education Research Conference, Chicago, April 7, 1972. Pp. 18.

Discusses problems in determining ABE costs and benefits. Explains four types of research designs for finding earnings gains attributable to the training:

1. Treat achievement gains during training as equivalent to differences in educational attainment.
2. Compare earnings of trainees before and after training.
3. Compare earning gains of trainees with those of control group of non-trainees.
4. Compare earnings of trainees with those of matched control group.

Describes the methods most frequently used to relate costs and benefits: calculate present value of long-term economic gains and costs and determine the B/C ratio or calculate the rate of return on the long-term investment.

Roomkin, Myron. "Employment and Earnings of Basic Education for Adults: The Milwaukee MDTA Experience. An Evaluation of Adult Basic Education Under the Manpower Development and Training Act in Milwaukee." Unpublished Ph.D. dissertation, University of Wisconsin, 1971. Pp. 209.

A study of MDTA - ABE trainees concludes that basic education may be less effective manpower policy than specific occupational training programs. Measured reading gains during ABE program and figured earnings gains as equal to difference in earnings for equivalent educational attainment levels as given by Census data. Average before-tax benefits for basic education were figured as $48 per year for males, $62 for females, $54 average. They were found to be $318 for males, $12 for females, $154 average. Many also took vocational courses, which resulted in a 28¢/hr. gain for females and a 29¢/hr. loss for males. Concluded educational achievement was very modest and earnings gain marginal.

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Sewell, David O. "A Critique of Cost-Benefit Analyses of Training." *Monthly Labor Review*, XC (September, 1967), 45-51.

Discusses some of the factors which reduce the validity of cost-benefit analyses of training programs, including non-random selection into the programs, poor measurement techniques, and fuzzy definitions. Many programs had high aptitude requirements for entry into the program. Many of the target population - the poor and the disadvantaged - were the very ones excluded. Similarly, though the guidelines call for training of the rural poor, enrollees in the program were disproportionately urban. High standards could cause overstatement of benefits.

Somers, Gerald D., and Stromsdorfer, Ernst W. "Measures of the Impact on Education," *Evaluating the Impact of Manpower Programs*. Edited by Michael E. Borus. Lexington, Mass.: D. C. Heath, 1972. Pp. 111-122.

On the basis of follow-up surveys of NYC participants, of ABE trainees, and of graduates of school vocational programs, and appropriate control groups, the authors report that "short-term manpower policies are not very effective in inducing further education that will enhance future earnings, and short-term basic education is not very effective in achieving the goals of manpower policy aimed at improving employment and earnings."

Steele, Sara M. *Cost-Benefit Analysis and the Adult Educator.* Syracuse: *ERIC Clearinghouse on Adult Education and Adult* Education Association of the U.S.A., 1971. Pp. 28.

A literature review. Discusses the concepts involved in cost-benefit analysis of adult education. The same concepts can be applied more readily and more frequently by informal input-output analysis - a term that the author uses to cover all weighing of alternatives, including c-b analysis. Urges use of these concepts at micro level as well as macro, in initial planning as well as at program end. It is important to consider costs in time and energy of educators and participants as well as costs in dollars, the goals of participant as well as the objectives of the institution. Includes bibliography.

Stromsdorfer, Ernst W. *Review and Synthesis of Cost-Effectiveness Studies of Vocational and Technical Education.* Columbus: ERIC Clearinghouse on Vocational and Technical Education, 1972. Pp. 143. ERIC: Ed 066 554.

Because of cost, time, and other constraints, many benefit-cost analyses do not use the methodology necessary for sound comparison of educational programs. Many use no control group at all or do not follow appropriate sampling procedures. Failure to calculate both average and marginal benefits and costs is also common and precludes reliable decisions. Still, the author maintains, benefit-cost analysis is helpful in providing orderly economic analysis to balance impressionistic judgments.

U.S. Congress. House. Select Committee on Equal Educational Opportunity. The Effects of Dropping Out. "The Costs to the Nation of Inadequate Education," by Henry M. Levin. Washington, D.C.: Government Printing Office, 1972.

On the basis of data from U.S. Census and other sources, finds that the failure of men 25-34 in 1969 to complete high school cost the nation an estimated $237 billion in national income and $71 billion in foregone government revenues ($47 federal and $24 billion state and local) over their lifetimes. In addition, he estimates that welfare expenditures attributable to their inadequate education amount to about $3 billion annually. He estimates that it would have cost about $40 billion to provide them with a minimum of high school completion.

Wohlferd, Gerald H. "Cost Analysis in Education." Educational Forum, XXXIV (March, 1970), 339-345.

Outlines some of the difficulties of applying industrial cost-benefit analysis techniques to education, but says this can and must be done. In the case of ABE, a start can be made by studies to determine how to identify participant objectives and capabilities, the effect of various teaching methods on different types of participants, and standard methods of allocating expenses.

Other Evaluation Studies

Aker, George F.; Dorland, James R.; Holden, John B.; Puddington, David G.; and Word, Carol A. Adult Education in Maine - A Status Report - January 1972. Washington, D. C.: National Association for Public Continuing and Adult Education, 1972.

The State Office of Adult Education - staffed by two full-time "consultants" and two clerks - is responsible for all adult education, including ABE, in about 150 districts across the state. The State pays practically no part of the 10% matching ABE funds. It provides for reimbursement of 75% of high school diploma courses, 50-75% of general adult education costs; however, it has not appropriated sufficient funds to meet the needs. Many adults are on waiting lists because classes are overcrowded and budgets depleted. In 1970-71, the general and vocational adult programs had an enrollment of 22,133 of which 6,943 were in high school completion courses. Of these, over 1,000 earned diplomas. In ABE, 1,794 were enrolled and 418 (23%) completed the advanced level and were awarded certificates.

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Aker, George F.; Jahns, Irwin R.; Schroeder, Wayne L.; and Wheatly, Joseph H. Evaluation of an Adult Basic Education Program in a Southern Rural Community. Tallahassee, Fla.: The Department of Adult Education, Florida State University, 1968. Pp. 97.

The ABE program was designed for undereducated, low income, predominantly rural adults, mostly seasonal farm workers, to enable them to continue their education in vocational training programs. The purpose of the evaluation was to determine success of the program via such criteria as grade level change and retention rate, then to determine the relationship between program success and selected characteristics of students and teachers. Participants achieved an overall mean gain of 2.6 grade levels in a year's study. Their drop-out rate was 27.6%, but it must be noted that they received stipends while attending. Evaluators found high achieving students most likely to have had a low pretest score, be female, 31-39 years old, and living in a rural area. Teachers who succeeded were more likely to be full-time and less likely to have had previous experience in teaching adults, to have committed themselves to a career in adult education, and to have secured formal education beyond the bachelor's degree.

Appalachian Adult Basic Education Demonstration Center, Morehead State University. Achievements of the Kentucky Adult Education Program 1969. Morehead, Kentucky: Morehead State University, 1969. Pp. 198.

Evaluation team, primarily from University of Michigan, commends Kentucky staff, record system, student and staff attitudes, and responsible leadership. Recommends developing specific behavioral objectives for program; giving Levels I and II budget priorities over Level III and GED; increasing coordination with socio-economic agencies (for example agricultural extension, health) as well as educational agencies; and expanding in-service training program for professional improvement of teachers.

Camp, J. H. North Carolina Adult Basic Education Evaluation. Queensboro: North Carolina State University, 1971. Pp. 297.

Evaluates ABE program against set of 29 criteria for State level and 63 for local level. Stratified random sample consists of 12 community colleges and technical institutes out of a total of 54 offering ABE programs. Finds contacts with other agencies at State and local levels impressive but often without a working relationship. Another weakness is lack of an advisory board for about a third of the programs. Report also criticizes failure to follow up graduates and drop-outs. Finds average cost per student hour (94¢) reasonable but cannot develop cost-effectiveness index since no data are available on time required by students to complete each grade, level, or complete program.

Cortright, Richard W.; Luke, Robert A.; and Dorland, James R. Survey of Adult Basic Education in New Hampshire. Washington, D.C.: National Association for Public School Adult Education, 1969. Pp. 78.

State provided little leadership and money until ABE was initiated and the State Department of Education employed - mostly with Federal funds - a full-time state supervisor of ABE. Evaluators recommend that additional personnel be employed to provide leadership in general adult education as well. They also recommend that funds be appropriated for adult high school equivalency, then for broader adult education programs. Evaluators report that, though ABE is administratively within the public school locally, it is effectively on the "outside" - ABE directors, for example, look to the State director rather than their public school superiors for direction.

Danielson, Paul J.; Valencia, Felizardo; and Fitzgerald, James M. Adult Basic Education in Arizona. Tucson, Arizona: College of Education, University of Arizona, 1969. Pp. 109.

ABE program faces difficult problems in Arizona. Because of the terrain there are few urban centers and many small, isolated communities. The population pattern is complex; it includes about 200,000 Mexican Americans, more than one-tenth of the population; 83,000 Indians - 14 tribes on 19 reservations; and about 43,000 blacks. While ABE projects are dispersed throughout the state, most of the enrollment is in the urban areas. Mexican-American immigrants constitute most of the enrollment; the native Mexican-Americans are hard to reach. ABE has low status and gets poor facilities - mostly those designed for children. This is perhaps due in part to erratic funding on a year-to-year basis that hinders long-term planning. Wide diversity of local programs kept the evaluators from finding per student costs state-wide. They did find that the typical cost per student in a 60-hour course in ESL is $4.00. Considering the problems, evaluators consider the results good, primarily as the result of the effort of the dedicated instructional staff.

Dorland, James R.; Aker, George F.; Houle, Cyril O.; Luke, Robert A.; and Thiede, Wilson B. Evaluation of Adult and Continuing Education in the State of Michigan. Lansing, Michigan: Michigan Department of Education, 1969. (Mimeographed.) Pp. 63.

Covers all adult education in Michigan, including ABE, high school completion, vocational rehabilitation, MDTA, and community schools. Estimates cost of ABE as approximately $100 per student per year. Proposes schedule to reduce illiteracy in Michigan by 50% by 1980. Sees movement of many adult courses from public schools to community colleges because the latter are reimbursed at higher rates than public schools and because community colleges draw support from a wide tax base and can construct better facilities. Urges State reimbursement to school districts of salaries of community

School directors. Finds close relationship between the development of ABE and all adult education in the State. At the time of this survey, the entire State staff for Adult Education and community services was supported by Federal ABE funds. Evaluators fear this might overemphasize ABE at the cost of the rest of adult education.

Dorland, James R.; Hand, Samuel E.; and Ulmer, Curtis. Evaluation of Adult Education Programs of the South Carolina State Department of Education. Washington, D.C.: National Association for Public Continuing and Adult Education, 1969. (Mimeographed.) Pp. 25.

Surveys state's entire adult education program, not just ABE. Points out that impetus from ABE has stimulated development of the whole range of adult education programs because the 90% Federal subsidy from the beginning made ABE attractive and this has produced a "rippling" effect. Considers cost of 41.4¢ per enrollee clock hour of instruction in the adult education program low; considers percentage of total state program cost spend for administration (26.6%) about average. Commends State Superintendent for his support of adult education: though almost 40% of the total budget for adult education comes from Federal funds, 90% of all staff salaries come from State funds, lending greater stability to staff salaries come from State funds, lending greater stability to staff operations. Locally, however, only 3 of 1736 teaching personnel and 13 of 175 supervisors are full-time. Commends community school program in operation in one community and urges expansion throughout State.

Ferguson, J.L.; Grimsley, W.G.; and Perry, J. A Survey of Adult Basic Education in Missouri, 1965-69. Columbia, Mo.: University of Missouri-Columbia, 1969. Pp. 105.

Surveyed staff and operations at state and local levels. Found good leadership, cooperation with other agencies, substantial efforts to train teachers, heavy emphasis on individualized instruction, reasonable State control over local operations, adequate record system at State level. Recommended that the 10% matching funds be given by State so more districts can have ABE program; the ABE program be extended to include high school level; behavioral objectives be developed to improve evaluation; a counselor training program be developed.

Goodell, Dale N. and Anderson, Robert N. Evaluation of the Adult Basic Education Program in Hawaii. Oahu, Hawaii: Department of Education, State of Hawaii, 1973. Pp. 71.

Using behavioral objectives prepared by Hawaii Department of education and relying on the teachers' assessment as to whether students achieved these objectives, evaluators found that slightly under 50% of the students met the objectives for Grade I in 40 hours of instruction and 36% of the students met the Grade II objectives in 40 hours. The average cost per student meeting the Grade I objectives was $90 and the marginal cost $37; for Grade II, the average cost was $125. Evaluators

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recommend experimenting with larger classes to determine optimum class size for best completion rate. The drop-out rate is about 8%. Evaluators found students happy with the program and the formal objectives close to their own goals.

Greenleigh Associates. Field Test and Evaluation of Selected Adult Basic Education Systems. New York: Greenleigh Associates, 1966. Pp. 133 + lviii.

This evaluation of four reading systems developed for illiterate (8th grade or below) adults found no difference among the four in raising reading scores. Only one program characteristic was found to relate significantly with gain score: teachers with no more than a high school education were more effective than teachers with more education. The report found a lack of coordination among ABE agencies, due partly to capricious state and federal funding arrangements.

Kreitlow, Burton W. Indiana ABE: An Improvement Evaluation. Indianapolis: Indiana State Department of Public Instruction, 1972. Pp. 324.

The report focuses on strengths and "improvement potentials" in the state department of education, in the local school corporation, and in correctional institutions. The evaluation gathered data on eleven aspects ("concerns") of 19 programs in public schools and correctional institutions: curriculum, reading, recruitment, teachers, administrative and supervisory control, administrative relationships, counseling, placement, learning laboratories, public and community relations, and teacher use of human resources. Recommends state leadership of in-service training, integrated curriculum (academic, social, and vocational), placing priority on low literates, and an expansion of Level I ABE programs.

Memphis State University. College of Education. Data Tables of the 1969 Evaluation Survey of Tennessee Adult Basic Education Programs. Memphis: Memphis State University, 1970.

Tabulation of data on ABE program in Tennessee for 4-year period, 1965-66 to 1968-69. Includes demographic and educational data on students and teachers, tabulated by region, educational level, sex, race, and other characteristics. Serves as data base for evaluation reported on in companion volume. Data collection and compilation are to continue and provide long-term data base for evaluation.

Memphis State University. College of Education. Tennessee Adult Basic Education Evaluation 1969. Memphis: Memphis State University, 1970. Pp. 30.

Analyzes the Tennessee ABE program with respect to students, teachers, instructional process, and teacher training. Finds that the number of students in the program relates directly to the amount of money available. Concludes that if functional illiteracy is to be eliminated in this decade, massive new funding and program development will be required.

Criticizes entry level based on last grade completed, since actual level is generally well below this, and the result is often dissatisfaction and drop-out. Attention is called to the increasing number of students in level III and GED and, though priority of levels I and II is supported, the importance of meeting the needs of the upper level students is also stressed.

Minnesota National Laboratory. *An Evaluation of Adult Basic Education Programs in Minnesota*. St. Paul, Minnesota: State of Minnesota Department of Education, 1970. (Mimeographed) Pp. 205.

Reports on the students, objectives, staffing patterns, recruiting, counseling and evaluation procedures and curriculums of the 16 communities with ABE programs. Points out that between 1940 and 1968 the State made no appropriation for adult education. All were exclusively local, supported largely by tuition. The Adult Education Unit in the State Division of Instruction was responsible only for keeping records. When Federal money became available in 1965, the Adult Education Unit was given responsibility for supervising the ABE programs. In 1969, the Legislature appropriated $170,000 for GED and high school credit courses. In that year Federal ABE funds amounted to $360,302 (of which the Adult Education Unit kept $30,585 for salaries, teacher training and other purposes) and local ABE funds totalled $57,645. Evaluators feel that without Federal funds, the program would collapse. Recommend all funds be pooled, including $200,000 Federal appropriation for ABE for Indians in Minnesota, and that a comprehensive regional program be developed.

New York State Education Department. Bureau of Basic Continuing Education. *Adult Basic Education, New York State, A Two-Year Study, 1965-67*. Albany: The State Education Department, n.d. Pp. 71.

A study of the administrative structure of the State ABE program, the sociological characteristics of the students, and the results of three 100-hour reading programs at three learning centers. At each center, one class had all programmed instruction, one conventional instruction, and the third spent half its time each day in programmed and half in conventional instruction. The results were not conclusive, but observers felt that the learning lab arrangement resulted in higher motivation and increased learning on the part of all the groups.

Roberts, Roy W. *An Evaluation of the State and Local Programs of Adult Basic Education in Arkansas 1968*. Little Rock, Arkansas: University of Arkansas, 1969. Pp. 98.

Reports ABE classes in 103 school districts in 57 of the 75 counties of the state, with 500 teachers, mostly elementary school teachers in the public schools in which ABE classes were held. About 6000 adults were enrolled in the program, of whom about 2800 stated that they completed their courses during the year. Whether "completed" applied to the level, grade, or all three levels was not specified. About 25% of those enrolled dropped out during the year. Enrollees also reported they had been enrolled in ABE class for periods ranging from one month to three years, with the average about seven months. The cost per student clock hour ranged from 31¢ to $1.95, based on the enrollment for the first month. For the 23 districts reporting, cost of administration was 5-8% of the total cost.

Rossman, Mark H. *An Evaluation of Adult Basic Education Programs in Massachusetts*. Amherst, Massachusetts: School of Education, University of Massachusetts, 1970. Pp. 107.

Funding is the most critical problem as perceived by local ABE directors; timely and adequate funding is needed for proper planning. Recruiting is also a critical problem in the view of the directors. Much emphasis is placed on communication with agencies dealing with the target population, such as MDTA, WIN, and CAP. Much attention is also given to analysis of the interrelationship between responses to the questionnaire and characteristics of directors, teachers, and counselors. No data are given on costs, enrollment, dropout and completion rates, number of school districts with programs, or number and kinds of facilities used.

Seaman, Don F. and Kohler, Emmett T. *Adult Basic Education in Mississippi - An Evaluation*. Jackson, Mississippi: Mississippi State Department of Education and the Bureau of Educational Research, Mississippi State University, 1969. Pp. 107.

ABE enrollment grew from 9,813 in 1966-67 to 22,000 in 1968-69. Although no community in the State which expressed the desire for an ABE program failed to get one, large geographic areas with great need for ABE are not being served. The student retention rate was 70.4% in 1968, up from 50% in 1967. The 10% matching funds for ABE are provided equally by the State and local district. Only one of the 19 supervisors replying to the questionnaire was a full-time ABE supervisor; the other local supervisors were part-time, with other primary occupations. Similarly, 89% of the ABE teachers responding had other primary occupations. Over half of the teachers had been in the ABE program less than a year, and only one teacher indicated membership in a professional adult education organization.

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Sherron, Ronald H. An Evaluation of the Adult Basic Education Program in Virginia 1970-71. Richmond, Virginia: School of Education, Virginia Commonwealth University, 1971. Pp. 227.

Virginia's ABE enrollment rose from 1,419 in 1965-66 to 9,750 in 1969-70. The number completing the eighth grade rose from 118 in 1965-66 to 1,592 in 1969-70. Only 23 counties and 5 city school divisions do not have ABE programs. Over 82% of the ABE classes meet in elementary and secondary schools, none in community colleges. About 98% of the classes operate on a part-time evening basis. For 1969-70, Federal funds constituted 90% of the budget, local funds, 9.4%, and State funds 0.6%. The cost per student hour of instruction ranges from $3.80 to 58¢. Student attitudes are good, as attested by the fact that about 69% of the enrollment have been in the program two years or more.

South Dakota Department of Public Instruction. Office of Information. Evaluation of Adult Basic Education in South Dakota. Pierre, South Dakota: Pierre, South Dakota: Department of Public Instruction, 1970. Pp. 29.

Covers period from March 1966 through June, 1969. The 1968-69 enrollment was 1002 in 76 classes. The student-teacher ratio ranged from 16:1 to 3:1, with the mode at 10:1. Matching funds come from the local districts, with the cost per student hour of instruction averaging $1.65. Most of the local administrators estimate that it takes about 60 days to raise achievement one grade level. Recommends close relationship with Vocational Education, for both programs have much in common. Recommends special effort to recruit those in Level I, for they are in greatest need.

System Development Corporation. Longitudinal Evaluation of the Adult Basic Education Program. Final Report. Falls Church: System Development Corporation, 1973. Varied pagination.

A nation-wide, two-year evaluation of ABE programs. Data were gathered from 90 programs in 15 states. The study found a number of positive effects on ABE participants. However, the study was unable to identify any significant relationships between program elements and these positive effects.

Xerox Corporation. Special Projects Section. Federally Funded Adult Basic Education Programs. New York: Xerox Corporation, 1967. Pp. 297.

A survey of the ABE programs in ten states. The report looks at ABE as a subsystem of the larger anti-poverty program, in which student characteristics are the input, desired changes in the students are the output, and certain program characteristics are seen as process variables. The report concludes that ABE must undergo considerable changes in order to serve the real needs of the illiterate poor, primarily by moving away from a traditional school model and towards a social-action model, which would emphasize social and civic problems of the poor, as well as educational problems.

Financing

Federal

Atkin, J. Myron. "On Looking Gift Horses in the Mouth: The Federal Government and the Schools." Educational Forum, XXXIV (November, 19[illegible]), 9-20.

Discusses some of the disadvantages of federal aid to education, including the government's short-term perspective on educational problems and its insistence on standardization [illegible].

Berke, Joel S. and Kirst, Michael W., et al. Federal Aid to Education: Who Benefits? Who Governs? Toronto: Lexington Books, D.C. Heath, 1972. Pp. 421.

A study of the impact of federal aid, on urban school districts in particular, and of the pattern of distribution of federal aid to education. The study gathered most of its data from five states (California, Michigan, Massachusetts, Texas, and New York) for the years 1964 to 1968. A chapter on Virginia is also included. The study found that even though central cities generally received somewhat more federal aid than suburbs, this was not enough to overcome the relative advantage in local and state funds enjoyed by the suburbs.

Friedman, Burton D. and Dunbar, Laird J. Grants Management in Education: Federal Impact on State Agencies. Chicago: Public Administration Service, 1971. Pp. 140.

Examines the impact of grants management on state education from several perspectives. The authors conclude that the state education agencies are not made more able or more self-sufficient by current grants management practices of the Office of Education.

Lindman, Erick L. Financial Support for Vocational Education in the Public Schools. Final Report. Los Angeles: University of California at Los Angeles, 1972. Pp. 213. ERIC: ED 069 927.

Chapters five and six examine alternative rationales and formulas for apportioning federal monies to the states and to local schools within the states for vocational education classes. Author discussed the basic conflict between allotment formulas stressing "reward for accomplishment" and those stressing "fiscal need." He recommends a compromise formula, such as the formula currently used by the federal government in apportioning vocational education funds.

National Education Association. Opinions of School Superintendents on Adult Education. Washington, D.C., 1964. Pp. 30. ERIC: ED 023 972.

A survey of the opinions of school superintendents on a variety of topics concerning public school adult education, especially their attitudes toward different modes of financing. Opinions were divided between using public funds or relying on tuition alone.

State

Arney, Lawrence H. "A Comparison of Patterns of Financial Support with Selected Criteria in Community Junior Colleges." Unpublished Ed.D. dissertation, University of Florida, 1969. Pp. 134.

Presents data on patterns of financial support in each of the 50 states for the year 1967-68, and evaluates these in terms of seven criteria derived from a review of the literature. Author concludes that a mix of federal, state, and local funds is needed to ensure adequate provisions for a wide range of junior college programs.

Arney, Lawrence H. State Patterns of Financial Support for Community Colleges. Gainesville: University of Florida Institute of Higher Education, 1970. Pp. 53. ERIC: ED 038 129.

Based on author's Ph.D. thesis. Presents hard data on financing patterns in 42 states.

Barringer, Dean. "A Comparative Cost Analysis of Pre-Baccalaureate, Occupational, General Studies, and Adult-Continuing Programs in 1969-70 of Illinois Public Junior Colleges". Unpublished Ph.D. dissertation, Southern Illinois University, 1971. Pp. 201.

Studied all Class I junior colleges in Illinois. Occupational Programs cost most per credit hour. State provides average of 29% of funds, local taxes 41%, tuition 15%, federal government 2%. Other statistics are included.

Cober, John G. "A Comparison of Adult and Recreational Education Reimbursements as Provided Under the Former Pennsylvania State Subsidy and as Provided by Act 580 and Act 96." Pennsylvania State Department of Education, Harrisburg, 1969. Pp. 23. ERIC: ED 056 801.

Adult education and recreational education were under a separate subsidy program until 1965-66. They now are included in the total instructional cost of a school district. This study examines the effects of this change, and concludes that a separate subsidy is more effective in encouraging local districts to offer adult programs.

Hurlbut, Edward V. "Financing Public School Education in California." *Adult Education*, IX (Autumn, 1958), 3-7.

Reviews the development of laws concerning state and local support of public school adult education, then analyzes current programs in terms of criteria derived from the review. Author concludes that adult education should be placed on a foundation program basis, with the state setting a minimum amount which should be spent by each district for each weighted classroom unit.

Lombardi, John. *Managing Finances in Community Colleges*. San Francisco: Jossey-Bass, 1973. Pp. 145.

Includes a review of patterns of state support for community colleges. Author suggests that the trend is towards full state support for community colleges, even though many administrators prefer a local state support system. He argues that the logic of uniform funding for all higher education institutions, coupled with property-tax reform, will have more influence on patterns of support than will rhetoric about local control.

National Association for Public Continuing and Adult Education. *Public Continuing and Adult Education - 1973 Almanac*. Washington, D.C.: National Association for Public Continuing and Adult Education, 1973. Pp. 180.

Pages 23-42 contain information on the costs and financing of adult and continuing education by states. For each state, the table lists the annual appropriation for non-vocational adult education, the provision of funds for adult education through state foundation programs, and the formula used to distribute funds to local communities.

National Commission on Adult Education Finance. *Financing Adult Education in America's Public Schools and Community Councils, Complete Report*. By Edward B. Olds. Washington, D.C.: Adult Education Association of the U.S.A., 1954. Pp. 124.

The first systematic study of the financial situation of adult education in the U.S. Deals with patterns of financing, state aid, other sources of support, and local coordination of adult education programs. Concludes that states should assume a greater share of the financing of adult education, and set minimum foundation guidelines for school systems to follow. The U.S. Office of Education should provide professional services to help state and local education agencies develop adult education programs.

National Education Finance Project. *Future Directions for School Financing*. Gainesville, Florida: National Educational Finance Project, 1971. Pp. 61.

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Discusses factors affecting educational needs and costs, different models of financing, the role of the federal government, and the desirability of equitable financing for all school districts.

New York. University of the State of New York. Bureau of Educational Finance Research and Bureau of Adult Education. "Adult Education: The Relationship of Program Development to State Fiscal Policy." Albany, 1964.

The study determines the effects of the elimination of special state aid for adult education, and the initiation of a new general aid formula. The elimination of special aid resulted in a decrease in adult education offerings. The report suggests two alternative arrangements: increasing the expenditure ceiling, or equating adult students with regular day students in the general aid formula.

Radcliffe, Charles H. and Holden, John B. "Adults in the Public Schools." *School Life*, XL (April, 1958), 7-10.

Describes nature of financing and other characteristics of public school AE for each state. Includes table listing information by states. For each state describes the type of program authorized, the nature of financing, the requirements for teachers, the role of the state agency in the administration of the program, and other provisions of the adult education program.

Thomas, J. Alan, Griffith, William S., *et al*. *Adult and Continuing Education*. National Education Finance Project, Special Study Number 5. Midwest Administration Center, University of Chicago, 1970. Pp. 209. ERIC: ED 047 230.

A study of about 40 school districts in ten states. Recommends expanded federal support of adult literacy programs. Examines the consequences of three major patterns of state support of adult education: foundation program, cost-sharing, and flat grant.

Local

Report of the Survey of the Schools of Chicago, Illinois, Volume III. New York: Division of Field Studies, Institute of Educational Research, Teachers College, Columbia University, Bureau of Publications, 1932.

A description of the Chicago schools, which includes a public school adult education program and a vocational education program, at the beginning and during the early years of the Depression.

U.S. Department of Health, Education, and Welfare. Office of Education. "Financing Adult Education in Selected Schools and Community Colleges," by Homer Kempfer and William R. Wood. Bulletin No. 8 (1952).

Presents expenses and sources of income for eight city school systems and 12 junior colleges. Includes a section on comparative costs. Generally, this report is descriptive of financial systems and their historical background.

Wattenbarger, James L. and Cage, Bob N. "Financing Public Community Junior Colleges." Junior College Journal, XLII (October, 1971), 12-16.

Examines implications of state, local, and state-local patterns of financing community colleges, and notes that the increase in federal aid to these colleges will disrupt these three current models of financing and require redefinition of the CJC.

Professionalization

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General

Allen, Lawrence A. "The Growth of Professionalism in Adult Educational Movement, 1928-1958." Unpublished Ph.D. dissertation, University of Chicago, 1961. Pp. 237.

A content analysis of the periodical literature, analyzing professionalism in terms of content and of form. The major hypotheses are to determine if the literature shows trends toward objectivity, research, and systematic investigation and if adult education in the field has some of the 15 defined characteristics of a profession.

Becker, Howard S. "Some Problems of Professionalism." *Adult Education*, VI (Winter, 1956), 101-105.

In this speech presented to the 1955 AEA conference in St. Louis, the author defines a profession as one of many possible models a work group may take; and discusses some of the problems a group faces when it attempts to take this particular model.

Brunner, Edmund de S., Nichols, William L., and Sieber, Sam D. *The Role of a National Organization in Adult Education.* N. Y. Bureau of Applied Social Research, Columbia University, 1959. ERIC: ED 022 132.

Data were collected through a questionnaire completed by members and former members of AEA and by adult educators who had never joined, interviews with adult education leaders and officers of other national organizations, and a review of AEA documents. Part I explores the history and definition of adult education and characteristics of adult educators. Part II explores special problems of the AEA, and Part III gives the purposes and goals as defined by AEA members. Appendix.

Clark, Burton R. *The Marginality of Adult Education.* Chicago: Center for the Study of Liberal Education for Adults, 1958. Pp. 18.

A seminal booklet discussing the role of adult education in educational institutions. He argues that adult education is generally a marginal aspect of other educational programs, but that this need not remain the case.

Griffith, William S. "The Role of Public School Adult Education." *High School Journal*, XLIX (November, 1965), 57-62.

Points out that the present role of public school adult education programs is the resultant of three forces: legislation, the superintendent of schools, and the local directors of the programs. He urges the local directors to develop the political sophistication needed to influence the superintendent and the legislative process.

London, Jack. "The Career of the Public School Adult Administrator." *Adult Education*, X (Autumn, 1959), 3-12.

Presents the thesis that the position of the adult education administrator will become less marginal as the administrators become better trained, as the field of adult education becomes more accepted and increases in size, and as more research on adult education leads to a better understanding of the field. He also says that marginality is an asset by allowing flexibility and enabling AE to respond to change and needs.

Sharples, Brian. "A Survey of the Functions and Responsibilities of the Director of Adult Education in the Public School System." Unpublished M.Ed. thesis, University of Calgary, 1969.

Using data gathered with questionnaires completed by directors of adult education in Canadian public schools, the author analyzes the background and perception of goals and functions held by the directors. Many directors were relatively new to their position and had no training in adult education. There was a lack of strong agreement on goals. The directors tended to perceive their responsibilities to be with the internal workings of the adult program rather than with work outside the schools.

U.S. Department of Health, Education, and Welfare. Office of Education. *The Education Professions: A Report on the People Who Serve Our Schools and Colleges - 1968.* Washington, D.C.: Government Printing Office, 1969. Pp. 377.

Chapter 23, "Staffing Adult Education Programs," deals with adult education in various institutional settings; the demand for teachers and the training of those teachers. Presents a model for classifying adult education personnel in terms of institutional location and level of specialization.

Wiggs, Garland D. "Development of a Conceptual Model for Achieving Professionalization of an Occupation: As Applied to the American Society for Training and Development and to the Human Resource Development Occupation." Unpublished Ph.D. dissertation, George Washington University, 1971. Pp. 140.

Following a review of the literature, the author sets forth a model of the stages through which an occupation goes in the process of professionalization. It was found that a model could be developed which illustrates the sequence of stages and their relationships with the developmental needs of the occupation. Author suggests the model can help identify areas related to professionalization which require attention by a professional association. The stages are: (1) establish a full-time occupation, (2) establish an association, (3) establish training, (4) change the name of the occupation, (5) develop a code of ethics, (6) develop a feeling of autonomy, (7) seek support of law and (8) give service to lay public.

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Wright, John W. "The Professionalization of Adult Educations in New York State." Paper presented at the Adult Education Research Conference, New York City, February 2-5, 1971. ERIC: ED 049 414. Pp. 20.

Results of questionnaire sent to 200 New York State adult educators, attempting to ascertain the extent to which they were exposed to socializing pressures towards professionalization. The author concludes that adult educators are not a unitary population, and professionalization does not necessarily proceed on a uni-dimensional continuum. Adult education differs significantly from other professions, such as law or medicine, in that it must be practiced in an organizational setting, and therefore must adopt a different model of professionalism.

Staff Development

George Washington University. *Final Report of Workshop on Accelerating the Preparation of Adult Educators*, Washington, D.C., September 7-9, 1965. ERIC: ED 023 960.

Report of a workshop held at George Washington University to consider possible ways to prepare the number of adult educators needed to fill positions created by new Federal programs in adult education, without lowering professional standards. The majority opinion suggests more use of universities and institutes, realistic estimates of local needs, and a clearinghouse of information to be set up by the Office of Education or some other group.

Hinsley, Eleanor J. "A Study of Participants in the 1970 National Summer Institutes for Training Adult Basic Education Personnel. Unpublished Ph.D. dissertation, George Washington University, 1972. Pp. 121.

Determined how many participants of the institutes actually worked in ABE afterwards, and how this differed by selected characteristics of the participants (such as: age, education). The findings showed a majority of participants did work in ABE following the institute and working is not related to the characteristics of age, education or sex but is related to such characteristics as prior ABE experience, prior institute attendance, or race.

Kohler, Emmett T., and Maxson, Robert C. "A Study of Selected Common Sense Correlates of Effective Adult Basic Education Teachers." *Adult Education*, XX (Autumn, 1970), 168-178.

An analysis of variation of ABE student retention rate among teachers. Teachers who had taken an ABE course or attended ABE teacher training institutes tended to have a higher retention rate. Other variables (years of teaching experience, educational level, certification level) were not significantly related with retention.

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Martin, McKinley C. "The Association Between In-Service Training and Teachers' Perceptions of Selected Program Elements in Adult Basic Education." Unpublished Ph.D. dissertation, Florida State University, 1972. Pp. 149.

Data collected from 113 teachers indicated that in-service training encourages teachers to use the professional literature and to use instructional aids such as video tape or newspapers. The training had less effect in other areas of teacher ability.

Missouri, University of. Adult Basic Education National Teacher Training Study. Part II: State of the Art. Kansas City: University of Missouri, 1972. Pp. 71. ERIC: ED 068 771.

A national study of alternatives for the training of ABE teachers and administrators. Data were collected from state and Federal ABE training programs. No characteristics which correlated with the success or non-success of the programs were identified.

Schroeder, Wayne L., and Sapienza, D. L. "The Public Junior College Adult Education Administrator." Adult Education, XV (Summer, 1965), 241-246.

A survey of 126 adult education administrators across the country, on such variables as age, previous positions, and education. Authors claim the survey shows that adult education is growing in importance in junior colleges.

Verner, Coolie, et al. The Preparation of Adult Educators. A Selected Review of the Literature Produced in North America. Syracuse: ERIC Clearinghouse on Adult Education/Adult Education Association of the U.S.A., 1970. Pp. 83.

A review of the major areas of discussion of the preparation of adult education. 118 item bibliography.

Bibliographies

American Association of Junior Colleges. *Junior College Research Review, volumes I - VI*. Washington, D.C.: American Association of Junior Colleges, 1969-72. ERIC: ED 063 924-926.

Series of short papers grouping research on the Junior Colleges. Each paper covers one topic area and includes a bibliography of papers reviewed. Topics include, for example: biographical data of students, curriculum studies, remedial programs, instructional research, teacher preparation, guidance and counseling or legislative response.

Burnett, Collins W., ed. *The Community Junior College: An Annotated Bibliography*. Columbus: College of Education, Ohio State University, 1968. Pp. 122.

In each of eight classifications, a brief review of the literature is followed by selected book references and an annotated bibliography of articles. The classifications are: history, philosophy and objectives, functions, organization and administration, teaching-learning climate, student behavior and personnel, trends and developments, research and evaluation.

DeCrow, Roger. "Research and Investigations in Adult Education." *Adult Education*, XVII (Summer, 1967), 195-258.

An annotated bibliography of 177 items, compiled by the ERIC Clearinghouse on Adult Education. The subject categories of the reports are: (1) learning related abilities, interests and motives; (2) organization and administration of programs; (3) learning environments; (4) methods and techniques; (5) training devices; (6) AE Personnel; (7) clientele; (8) sponsors; (9) foreign AE; (10) bibliographies.

ERIC Clearinghouse on Adult Education and National Association for Public School Adult Education. *Public School Adult Education, Number 1. Current Information Sources, Number 9.* Syracuse: ERIC Clearinghouse on Adult Education, 1968. ERIC: ED 016 154.

Annotated bibliography of 25 documents concerned with training and retraining of adults and out of school youth, in the areas of adult basic and secondary education. Most are dated 1966 or 1967.

ERIC Clearinghouse on Adult Education, and National Association for Public School Adult Education. *Public School Adult Education. Current Information Sources, Number 19.* Syracuse: ERIC Clearinghouse on Adult Education, 1966. Pp. 20. ERIC: ED 023 992.

Thirty-six abstracted entries dealing with the training and retraining of adults and out-of-school youth and arranged under headings of program administration, training, descriptions, participants, and statistics; historical data; and other studies.

Grabowski, Stanley M. "Federal Funding of Adult Education." *Adult Leadership*, XVIII (March, 1970), 293-4.

Bibliography of federal publications describing federal funding programs available to adult educators. These are general directories of federal funding that can be consulted a starter in exploring funding for AE.

Grabowski, Stanley M., ed. *Research and Investigation in Adult Education; 1971 Annual Register*. Syracuse: ERIC Clearinghouse on Adult Education, 1971. Pp. 339. ERIC: ED 056 263.

An annotated bibliography of 578 items, most dated 1970 or 1971. Articles are indexed according to a wide range of topics such as learning characteristics, program planning and administration, instructional methods, and occupational training.

Grabowski, Stanley M., ed. *Adult Education Dissertation Abstracts: 1935-1962*. Syracuse: ERIC Clearinghouse on Adult Education, 1973. Pp. 448. ERIC: ED 069 967.

Contains citations for dissertations pertaining to the education and training of adults. It is not limited to dissertations completed in adult education departments. The dissertations are organized according to topic covered such as type of program, target population, or evaluation. Topics cover wide range of areas related to AE.

Jensen, Glenn. *Research Studies with Implications for Adult Education. Mountain Plains Region 1967-1971*. Laramie, Wyoming: University of Wyoming, 1972.

An annotated bibliography of over seventy studies, conducted by researchers in the Mountain Plains region of the U.S. The articles are organized by type of institution, or categorized by method, administration, evaluation, clientele, adult learning, and teachers and learners.

Kleis, Russell J. *Bibliography on Continuing Education*. East Lansing: Department of Administration and Higher Education, Michigan State University, 1972. Pp. 107.

This unannotated bibliography is divided into 12 sections. Nine deal with various areas of continuing education (adult basic education is section VI.) The last three sections list bibliographies and research reviews, special series publications by organizations such as the Adult Education Association, and periodicals dealing with continuing education.

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Knox, Alan B., et al. "Adult Education Finance". Adult Education Research, University of Nebraska, 1965. (mimeographed). Pp. 32.

Abstracts of thirty articles and research reports related to the financing of adult and continuing education resulting from a study on how adults finance participation in AE courses and from a course project on finance as an aspect of administration of AE agencies.

Missouri, University of. Adult Basic Education National Teacher Training Study. Part I: Review of the Literature. Kansas City: University of Missouri, 1972. Pp. 137.

An extremely comprehensive compilation of 278 abstracts of documents, plus an unannotated bibliography of 134 additional documents. Included are reports from ABE teacher training and administrator training, as well as works on general aspects of ABE or teacher training. Articles are referenced under a wide selection of categories and are listed according to year of publication.

Rarig, Emory W., Jr., ed. The Community Junior College: An Annotated Bibliography. New York: Teachers College Press, 1966. Pp. 114.

An introductory section lists general reference works relevant to junior colleges. Eight major sections then deal with works on: history, functions and purposes, organization and administration, students, programs (including adult and continuing education), personnel, facilities, and research.

Syracuse University. Research, Evaluation, and Planning in Adult and Continuing Education. Syracuse: Syracuse University, 1970. Pp. 14.

An annotated bibliography of 86 research and evaluation studies in adult and continuing education carried out by faculty and students at Syracuse University. Articles are grouped according to type of article: faculty research, dissertation research, evaluation studies, accreditation studies and annual reports.

United States Office of Education. Region III Adult Education Staff Development Project. Adult Education Staff Development Bibliography. College Park: University of Maryland, 1973. Pp. 174.

This bibliography was compiled from course reading lists sent in by over 150 members of the Commission of Professors of Adult Education. It is arranged alphabetically, with no subject classifications. It errs on the side of inclusiveness rather than narrowness: articles on adult education programs are mixed in with general black studies works, theoretical works on organizations, and books on such things as questioning strategies. There is also a five-page list of voluntary organizations concerned with adult education, and a four-page list of adult education journals.

Directories

Adult Education Association of the U.S.A. Federal Support for Adult Education. Directory of Programs and Services. 1st rev. ed. Toronto: Collier-Macmillan, 1969. Pp. 176.

A directory of almost 150 programs supported directly or indirectly by the federal government.

Gleazer, Edmund J., Jr. and Cooke, Jane F., eds. American Junior Colleges. 8th ed. Washington, D.C.: American Council on Education, 1971. Pp. 850.

Descriptions of 811 institutions, public and private. The criterion for inclusion is on the basis of their recognition by regional accrediting agencies. For each institution a description of the purposes and offerings is given and also detailed information on academic and financial details is listed.

National Advisory Council on Adult Education. "Adult Education Associations and Organizations." Washington, D.C., 1972. Pp. 41. ERIC: ED 068 830.

A directory of 36 national voluntary organizations in the field of adult education, which were present at the Galaxy Conference in Washington, D.C., December 6-10, 1969.

National Advisory Council on Adult Education. Federal Activities in Support of Adult Education. Washington, D.C.: National Advisory Council on Adult Education, 1972. Pp. 104.

A directory of federal programs which provide adult education. There are 3 general categories of programs: (1) adult education and training programs; (2) library, technical and informational services; and (3) training of public employees. For each program the activity, sponsoring agency; and obligated funds for fiscal year 1971 and estimated obligated funds for 1972 and 1973.

National Association for Public Continuing and Adult Education. Public Continuing and Adult Education 1973 Almanac. Washington, D.C.: National Association for Public Continuing and Adult Education, 1973. Pp. 180.

Besides a directory of members, the almanac also includes a section of statistics of public continuing and adult education, a legislative summary, and an annotated bibliography of NAPCAE publications.

National Council on Community Services. *1972 Yearbook of the National Council on Community Services*, edited by George Traicoff. Washington, D.C.: National Council on Community Services, 1972. Pp. 153.

Includes a report on a national survey of community services, and a directory of programs at individual member institutions, by state.

Paisley, Matilda B., *et al*. "Reaching Adults for Life-long Learning, III. Directory of Reporting Programs and Statistical Tables." Stanford University, California Institute for Communication Research, 1972. ERIC: ED 068 794.

A directory of 949 AE programs which participated in the study. For each institution, given is size, type of institution, course types offered and degrees offered.
Following the directory are tables of statistical information gained from the questionnaires received from each institution.

U.S. Department of Health, Education, and Welfare. Office of the Commissioner of Education. *Catalog of Federal Education Assistance Programs. An Indexed Guide to the Federal Government's Programs Offering Educational Benefits to the American People*. Washington, D.C.: Government Printing Office, 1972. Pp. 903. ERIC: ED 067 776.

A listing and description of all Federal programs in support of educational services, professional programs, or library services available to the general public. Adult education programs are indexed under 13·400, 13·401, and 13·402.

U.S. Department of Health, Education, and Welfare. Office of Education. National Center for Educational Statistics. *Directory of Postsecondary Schools with Occupational Programs. 1971. Public and Private*, by Evelyn R. Kay. Washington, D.C.: Government Printing Office, 1973. Pp. 413.

A listing, by city, of noncollegiate postsecondary schools offering career-related programs. Two-year and 4-year colleges and universities which offer non-baccalaureate occupational programs are also included.

END